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ABSTRACT

A review of the problems and potential of the Federated States of Micronesia (FSM) elementary-secondary educational system and a brief summary of the postsecondary system are provided in this report. Methodology involved dialogues with approximately 1,500 citizens; a survey of 870 government leaders, school administrators, teachers, parents, and students; site visitation and observation; and document analysis. Part 1, the national report, an introduction to the study; relevant social, historical, and demographic issues; methodology, survey results, fifteen recommendations; and the estimated costs of implementation. In part 2, state reports and recommendations from Yap, Chuuk, Pohnpei, and Kosrae (FSM) are presented. Recommendations are made for increasing citizen participation in decision making, valuing employment and career progress, balancing economics and educational needs, and providing equal educational opportunities. Thirty tables and four figures are included. Appendices contain interview schedules and coding instructions. (26 references) (LMI)

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Achieving Educational Excellence: The Challenge of the 90's in the Federated States of Micronesia

FINAL REPORT: MANAGING CHANGE FOR EDUCATIONAL IMPROVEMENT

Government of the Federated States of Micronesia
Department of Human Resources
Office of Education
Palikir, Pohnpei

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January 1990

ACHIEVING EDUCATIONAL EXCELLENCE: THE CHALLENGE OF THE 90'S IN THE FEDERATED STATES OF MICRONESIA

FINAL REPORT: MANAGING CHANGE FOR EDUCATIONAL IMPROVEMENT

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FOREWORD

The Center on Education and Training for Employment, The Ohio State University, was asked to review and study the complete educational system within the Federated States of Micronesia (FSM). During the study the issues of the efficiency, accessibility, and effectiveness of the existing educational system were carefully analyzed, resulting in a variety of recommendations and suggested methods for achievement, which are contained in this report.

During the course of this study, a project staff of nine persons visited over 75 elementary and secondary schools and (5 postsecondary campuses) and interviewed over 1,500 persons in the four states and on many of the islands. Leaders in both national and state education, as well as legislators, members of the Board of Regents, college presidents, and government officials, were interviewed, as were hundreds of teachers, principals, and students in the elementary and secondary schools. Also important to the study were discussions with employees, postsecondary education federal program operators, and community agencies. Project staff also went beyond FSM officials and citizens in their search for relevant information. Extensive literature reviews were conducted and meetings held with officials in embassies, the U.S. Departments of Education and the Interior, the United States Office of the Peace Corps, and the various units of the University of Hawaii and the East-West Center.

This report summary represents the best judgments and creative thinking about the problems facing elementary, secondary, and postsecondary education in the Federated States of Micronesia and likely solutions to those problems. It is based upon the realistic insights of those interviewed and a critical review of relevant research and national data brought together by project staff. This review of the problems and potential of the FSM elementary and secondary educational system and a brief summary of the postsecondary system reflects some of the same broad concerns offered in the companion special report on postsecondary education, as well as other, earlier reports prepared for the nation.

A frank assessment of strengths and weaknesses is made, and recommendations are presented about the role and functions of elementary and secondary education--recommendations that we believe are in the best interests of the nation as a whole and especially in the interests of its future students, both youths and adults.

The Center's staff and consultants sincerely appreciate the opportunity to participate in this study. Specifically commendation is given to the sixteen study team members, the twelve technical advisors, and the numerous FSM educational and governmental advisors who provided access to individuals and data needed. These individuals are identified in Part IV of this report.

Additionally, appreciation is extended to the hundreds of FSM individuals who gave of their time, provided objective insight into current problems and strengths, and gave their recommendations for improvement as well. These contributors are also identified in Part IV of this report.

We believe that the content of this executive summary accurately and objectively conveys the nature of the potential, the problems, and the solutions that were communicated to us.

Harry N. Drier
Project Director

PREFACE

The Federated States of Micronesia (FSM) faces many of the same challenges that other nations in the developing world have to address. Indeed, dramatic shifts in the international balance of economic and political power are forcing the FSM to adapt and deal with the inevitability of change. In this regard, Micronesia is in the same condition as the rest of the family of nations in preparation for the 21st century.

Yet, there is a distinctive mission as well. The FSM has consciously chosen the course of independence and control over its own destiny. It is attempting to develop its own institutions and approaches after many years of external control and social and economic dependency. Thus, the challenges are increased, but so are the opportunities.

This report is symbolic of the intentions of the people of the FSM to express their desire for independence and commitment to change. It was repeatedly stressed to the members of the study team undertaking this project that the desire for change was sincere, that the commitment to developing a new approach for education was real, and that the national and state governments were prepared to do what was necessary to produce the necessary results. We were to express both our findings and our recommendations honestly, to acknowledge but not be bound by the past, and to give our best estimate of what was needed to provide the FSM and its constituent states with an straight-forward approach to reform their educational systems.

We have endeavored to do so. In this report we have not attempted to solve every perceived problem. It would not have been realistic to do so. We have, however, developed an approach which, if implemented, has the potential of assisting the people of the FSM in coming to terms with the legacy of their past in charting their course for the future. Consequently, the number of recommendations is relatively small. We regard each one, however, to be of critical importance. Likewise, our assignment was to confine our attention to those things that can be implemented in the next five years. All the recommendations we have made can be accomplished within this time frame. This does not mean they will be accomplished easily, with the full endorsement of all parties who will be affected by them, or, in all cases, inexpensively. Nor will they be implemented without debate; we would not be performing our assigned task if could be. To spark a debate on these points is clearly part of the purpose in the study. If our attempt to resolve a problem is believed to be unsatisfactory, it is the responsibility of those saying so to developing an approach that will work better. When this is accomplished, the study will have achieved its goals.

This was, in many ways, a most challenging project. While many aspects of this study were similar to other studies undertaken by the Center on Education and Training for Employment, project staff were required to step beyond the parameters of their usual approaches to education. While the education system of the FSM shares certain features with other, more developed nations, particularly the United States, there is much that is quite unique. As such, our effort had to be customized specifically to the needs of the project and compatible with the orientation to education held by the people of Micronesia. Therefore, as the situation is unique, so were our procedures and the final product. In the course of the study, we conducted one of the largest, if not the largest, educational surveys ever carried out in the Pacific. This was necessary because of the scope of the effort and the need to include a variety of persons in the debate over the future of education in the FSM. As a consequence, we believe that we reflect the positions of a large segment of the educational community rather well. On the other hand, few reliable inferences can be made about other nations from our findings. We do not advance this report as representing the Pacific nations in general. We do, however, believe very strongly in the appropriateness of the directions we have suggested for the FSM.

Along these lines, some discussion of the underlying assumptions of this study is in order. The reader may find our approach distinctively western. That is, the structure we propose is one in which the purposes of the educational system include: the development of a capacity for a high degree of democratic citizen participation in decision-making; the creation of a climate in which employment and career progress are valued and sought; a harmonious coexistence between the nation's economic development efforts and its educational realities; the distribution of opportunities and individual life chances according to egalitarian principles; and the growth of the realization that the needs of the nation as a whole become a valid consideration, augmenting but not replacing the island or village perspective, among other things. Clearly, we feel most comfortable with these values underscoring our effort. However, we advance these purposes in consideration not so much of our own values as of the simple fact that nearly 45 years of American control and western institutional development have made such a point of view a realistic one for the FSM. Again, this is not necessarily the case for other Pacific nations. However, it represents a logical extension of where the people of Micronesia have been and where they can go in a reasonable period of time.

In sum, the purpose of this study has been to assist the FSM in its effort to reform its educational system. We have directed our effort to interface with the nation's planning and legislative processes. We trust that the procedure by which we have arrived at our conclusions has fairly reflected the views of the people of the FSM and hope that the suggestions we have made on that basis are found to be useful.

Gary M. Grossman
Research Specialist

PART I: NATIONAL REPORT

- INTRODUCTION TO THE STUDY
- HISTORICAL, SOCIAL, AND DEMOGRPAHIC ISSUES
- METHODOLOGY
- EDUCATIONAL REFORM IN THE FSM: SURVEY RESULTS
- EMPLOYMENT AND EDUCATION IN THE FSM
- GOVERNANCE, STRUCTURE, POLICY, AND LEADERSHIP
- SCHOOL FINANCE
- SUMMARY AND RECOMMENDATIONS

CHAPTER 1

INTRODUCTION TO THE STUDY

Newly established independence is exhilarating for any people. The opportunity to freely determine one's own destiny after generations of not being able to do so is rare in the history of nations; it is a heady experience for both the individual and the state. The Federated States of Micronesia (FSM) is now at that exciting point in its history. After nearly half a millennium of rule by external powers, the FSM is part of an expression of political sovereignty sweeping the globe. Therefore, the Micronesian people has the chance to redefine itself according to its own values, priorities, and standards. It is clearly a new day in all respects.

Yet along with the freedom inherent in self-determination comes challenge. In this respect, the problems and challenges confronting the FSM are at least as imposing as are the opportunities. The political situation is fractious, with instability apparent at both the state and national levels. The economic future, on which the prospective governability of the country rests, is uncertain, with the linkage between the nation's plans for economic development and its capacities to realize those aspirations in a short time a fragile one at best. Finally, the educational system, a central dimension to both national governance and the FSM's economic future, is in great need of improvement. Indeed, perhaps the greatest challenge to the stability and ultimate success of the FSM's national experiment arises from the need to educate and train the youth of today for the goals of the nation tomorrow.

It is not enough that educational opportunities are extended to uniquely gifted individuals in a way that would be conducive to their personal success. Indeed, opportunities have always existed for Micronesian youths to find success through participation in the educational and social systems of the nation that held political, social, and cultural hegemony over what are now the states of the FSM, whether that nation was Spain, Germany, Japan, or, more recently, the United States. As a general rule, those who were able to leave the islands to study did so, usually taking up residence either physically, culturally, or both, in the colonizing society. This has created, over the course of many years, a chronic brain drain and a deficit of skilled workers, depriving the FSM and its member states of the human capital they have needed in order to progress. This drain cannot continue if the nation's hopes for its future are to come even remotely within reach of realization.

Indeed, the issue of human capital is so fundamental that this study of the elementary and secondary system of the FSM directs itself to a single, broad question: how can the nation reinvigorate, reshape, and reconstruct its existing educational resources so that its citizens have the opportunity to obtain the highest level of academic and vocational skills possible and invest those skills in the future of the FSM? To achieve this outcome fully will take many years, will require stable and proactive leadership on the part of the national government and the

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full support of FSM states, and will involve very complex strategies of development in both the short and long terms; however, it is crucial that a beginning be made. It is appropriate, therefore, that the government of the FSM has commissioned this study to develop the basis for a five-year plan, the results of which will contribute to further improvement beyond this time-frame. It is with this understanding of the role of education in the fabric of society and its specific contribution to the hopes and aspirations of the Micronesian people that the study team began its inquiry.

Assumptions and Format of the Elementary/Secondary Study

It would be incorrect to state that the study team made its observations and recorded its data without a framework of values and a set of assumptions regarding how the study should be conducted and the ends to which its recommendations are to be linked. Indeed, the message from the leadership of the nation was that the need for the study was great, that there was a sincere desire for changes in the business of education in the nation, and that the team from The Ohio State University was to report frankly on the conditions that existed and to be equally forthright about solutions it recommended. The study team was also to take a comprehensive view of education in the FSM, not looking simply at the schools per se but also at the impact they have and the impact that they could have, and to examine how the FSM can develop from where it is to where it wants to be. The study team has taken the sponsor at its word and the results, we believe, express this commitment.

Accordingly, several points need to be very clear in the minds of the readers of this report. First, some may consider that the study team is highly critical of the people of Micronesia and its leadership. This would represent a misunderstanding of the report. Indeed, the study team found itself very impressed with the Micronesian people and felt a great deal of affection for them. It saw the condition of education in each of the states not just from the point of view of American educational professionals but increasingly from the perspective of the people themselves. Thus, the point of reference of the study is not American education but the vision of the future that the people themselves express. In addition, it was recognized that many of the problems that existed could not be blamed on the Micronesians but had been, in large measure, imposed from abroad--a consequence of the problems and contradictions that inevitably arise when one culture dominates another. Thus, the study team takes a critical stance when a problem clearly exists and must be corrected if education in the FSM is to become what the people want and need it to be: that is, a uniquely Micronesian approach, supportive of the specific goals of the Micronesian people. Therefore, any criticism needs to be understood as constructive, an attempt by the study team to deliver the result promised, the educational basis for the Federated States of Micronesia of the 21st century.

Another, related point is worthy of exploration at the outset. Not everyone, be he or she a leader, school administrator, teacher, employer, student, or parent, will agree with every recommendation in the study. To be sure, each reader will undoubtedly find something with which to disagree. This is not only to be expected but also to be desired. In any educational system, there are vested interests and different points of view. Inevitably, those will conflict with one another. It is therefore impossible for any study to satisfy all conflicting perspectives. Indeed, any study that did so would be, by definition, not worth the paper it was printed on. A report of value to the FSM would be one in which these individual interests were transcended and results were presented as objectively as possible.

Policy choices are for the people of the FSM to decide. This study has no pretense in that direction. Instead, its recommendations are designed to stimulate and guide discussions toward those policy choices. It matters not whether the recommendations of the study team are accepted fully, partially, or not at all. What is important is that the FSM and its member states acknowledge that problems exist, identify those problems, consider suggestions for their solution, and ultimately, make appropriate decisions to address them. Naturally, the study team will offer its best assessments; however, final choices are and must reside with the people.

Finally, the perception of the study team was overwhelmingly that the most essential educational issues in the FSM are the most basic questions of educational service delivery. While sophisticated technologies of education are indeed lacking, those are, in the opinion of the team, clearly secondary to the great need for the provision of accessible education at the most fundamental levels. While such things as highly specialized curricula, learning strategies, and the use of cutting-edge electronic gadgetry may be desirable, they must necessarily be deferred. Until the clear majority of the FSM people have access to basic educational services at both the elementary and secondary levels, until school buildings and facilities promote learning instead of impeding it, and until the means of gaining skills essential to the lives of individuals and the success of the nation are at hand, to focus on peripheral questions would be fatuous at best and unconscionable at worst.

In every case, therefore, when the study team evaluated options for recommendations, the questions it first considered were these:

- What purpose would this educational resource serve?
- Whom would the resource serve?
- What are the relative costs and benefits of the resource?
- To what extent would the resource aid in achieving the goals of the FSM as a nation?

If a recommendation met these conditions, it was included in the report. If it failed to do so, it was excluded, regardless of who might have favored it, either on or outside of the study team. A report and study team serious in its intent could do no less; likewise, a people serious about its future should expect no less. These questions, then, provide the criteria with which this report is developed.

Issues under Consideration

The central issues to be addressed by this report emerged from a review of the relevant literature concerning FSM schools,

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the advice of the technical panel that guided the study, discussions with community, educational, and national leaders in the FSM, and the experience and data collected by the study team during its two months in the four states of the FSM. Five key areas and questions were to be addressed:

1. Infrastructure--Are the schools and school buildings and their location adequate? If not, why not? What is their ownership and that of the land on which they sit? How good are the roads to the schools, and how close are they to prospective students?

2. Personnel--What is the overall quality of the teaching staff? Does the FSM have sufficient staff to fill its need? What is the relationship between administrators and teachers, both in terms of structure and of quality? What levels of language skills do teachers have in what languages, and do these levels meet the needs of their students? What substantive skills do teachers have in comparison to the economic, social, and vocational skills that are required to help the nation progress?

3. Curriculum--What is currently being taught? What new areas need to be taught in the schools? What are the eventual goals of the FSM in education, and to what extent do the various curricula support them? What is the role of vocational education, and what place does it have in the educational system of the nation?

4. Governance/Policy--What is the role of the national government relative to that of the states, and what would be required to bring about the changes the nation desires? What national policies are needed and who should make them? To what extent should parents and local leaders be involved, and should such involvement be formal or informal?

5. Finance--What is the source of educational funds at present? What would be the costs of needed changes? Who should pay them? How can costs be determined and, if possible, controlled? How can schools be designed to provide greater efficiency in the use of facilities?

In the opinion of the study team, those questions are fundamental. While other issues exist and may be discussed in reports on activity at the state level, they are of far lesser consequence. The data collected, both quantitative and qualitative, lead clearly to the conclusion that these issues represent the most problematic features of education in the FSM. They are at the same time the areas of greatest opportunity and the areas of greatest need; they must be addressed immediately if the nation is to be set on a progressive course. It is the opinion of the study team that unless these issues are confronted comprehensively and effectively, further discussion of education in the FSM, economic and social development, and freedom from dependency on other nations is superfluous.

This report will examine each of these issues in detail and will present a set of recommendations and strategies for action at the national level. These recommendations will effectively link the foregoing discussion with points of action. A parallel treatment of these same issues for each of the states, as well as recommendations for the local education system, will follow. Finally, the state of education in the FSM as a whole will be explored, and attention will be devoted to assisting the nation in developing a comprehensive plan by integrating these recommendations with those in the companion report on postsecondary education. Prior to this, however, the context of the report needs to be established, and the history, geography, and demographics of the FSM as they affect education must be described to gain a better understanding of the roots of the FSM's challenges. The methodology of the data collection for the study will be reviewed as well.

CHAPTER 2

HISTORICAL, SOCIAL, AND DEMOGRAPHIC ISSUES

History

The history of Micronesia and of the newly constituted Federated States of Micronesia has been extensively covered elsewhere (e.g., Smith 1986, Kiste 1986, and Alkire 1977) and need not be discussed in general terms in this report. However, several specific historical issues are central to the discussion of the educational system.

First, the recent history of the FSM is rooted in centuries of treatment as an undifferentiated mass of islands and peoples by the European and Asian colonial powers that occupied the Pacific Basin (Kiste and Hammett 1986). The undifferentiated treatment has continued under the domination of the United States for the past 45 years (Hezel 1982, Tagupa 1986, and Kiste 1986); indeed, it has been effectively codified in the Compact of Free Association negotiated during the Carter and Reagan administrations. The obvious consequence of this history for the people of Micronesia is that the differences between the current states of the FSM and other, often very different island groups in the Pacific have been ignored. Furthermore, deep divisions between the various ethnic groups that compose the populations of the FSM states have been overlooked.

Although American policy distinguished Micronesians from other Pacific islanders, it failed to observe the fact that the different peoples of Micronesia had different values, priorities, cultures, and social institutions. Such differences lead, of course, to critical differences in the manner of educating and socializing the young. Thus, the American approach to education in Micronesia was--perhaps unconsciously--to employ the same policies and methods that American states relied on. The relative success of federal education policies in the United States is debatable; the impact of these policies upon Micronesia has been disastrous (Peacock 1985). In many ways, the need for this project is a direct consequence of the problems that those policies have created.

The initial emphasis of American involvement in education seemed appropriate to the needs of Micronesians. Under the administration of the U.S. Navy, several policies were observed to a greater or lesser degree (Peacock 1985). Curriculum was under local control. A high priority was assigned to the reintegration of island youths into local cultures. The needs of students in the midst of transition to a new language received much attention, and emphasis was placed on students' vocational skill development.

The situation changed rather dramatically in the 1960s, however. A generally more activist administration in Washington brought much larger budgets and much larger problems. It became the aim of American policy, in the words of one American official, to "play a larger role in preparing Micronesians for 'finally becoming American citizens'" (Gibson 1974, p. 11). Increased funds became available for scholarships, which took the best Micronesian youths abroad. Peacock (1985) shows an astounding trend by citing U.S. State Department documents that report that 18 Micronesians went abroad to study in 1951; by 1978-79, this number had grown to over 2,500. More and more frequently, these students did not return to Micronesia, creating a brain drain of rather large proportions.

Equally problematic was the fact that elementary and secondary schools began to "act American" in order both to respond to this trend to expatriation and to comply with American policy. Thus, curriculum came increasingly to stress U.S. equivalency (Platt and Sorenson 1967), and school construction put a premium on American-style school buildings--no matter whether curriculum or schools were appropriate to Micronesia. In most cases, unfortunately, they were completely inappropriate.

The 1970s and 1980s brought more of the same. While particular types of educational services were less likely to be mandated, the fact that federal funds were increasingly tied to program compliance presaged an inevitable result: Micronesian schools modified their curricula to obtain money, with little regard for the appropriateness of the modifications made. Conversely, since scant funds were available for the maintenance of schools and classrooms, they were allowed to fall into disrepair. This state of disrepair made it difficult indeed to implement any educational service successfully, irrespective of its quality or nature.

Public education has suffered in Micronesia, largely through its association with the United States. By contrast, private education has remained much more responsive to local needs and conditions, with predictable results. Many of today's leaders in the FSM are graduates of the private school system, as noted by Peacock (1985) and evidenced by the data collected by the study team. Certainly, the history of education in the FSM does not provide complete information concerning the status of education today; however, some of the causes of today's conditions become apparent in a close reading of that history, as do, perhaps, the directions for future action.

Social and Demographic Trends

The FSM's population of approximately 100,000 people is distributed over some 65 inhabited islands (Smith 1985 and Hezel 1982), out of a total of 607 islands covering over one million square miles of the Pacific Ocean (Bank of Hawaii 1989). A very real consideration in discussing virtually any kind of policy formulation is the fact that the four states contain as many as fourteen major language groups, reflecting a high degree of cultural heterogeneity (Smith 1985 and Alkire 1977). In the past, this diversity was often expressed by frequent war and ethnic hostility. Thus, these quite independent societies are bound together not by tradition but rather by history. As Kiste and Hammett (1986, p. 16) point out, intergroup mistrust is common, "and there is no strong sense of nation unity. Good communications between the national and state government are lacking. External agencies dealing with the FSM cannot assume that information communicated to the national government with its capital at Pohnpei will filter down to the four state governments."

The traditional lack of harmonious relations among the cultural groups within Micronesia creates a paradox today. While only the very loose confederation that constitutes the FSM today is a politically realistic framework for a national government, the intrinsic autonomy granted to the states tends to make it difficult to govern the nation effectively. The ultimate control of education rests with the state Directors of Education; national commitments to act become uncertain without their endorsement, which may be difficult to obtain under many circumstances, history being one of them.

Another imposing issue for the people of the FSM is the rapidly increasing population of the nation. This is of particular consequence for the educational system because the mean age of the population is going down, with the greatest increase in numbers occurring at age 14 and younger.

To illustrate this trend, table 1 presents actual and projected population growth over the last 65 years of the century (Smith 1985, FSM Office of Planning and Statistics 1981, and Bank of Hawaii 1989). The data in table 1 show a rapidly growing population, fueled by a death rate declining slightly over time and a very high birth rate (close to 40 live births per thousand). Thus, by this year, about 38.5 percent of the population, or 40,000 people, will be of school age (5-14). By the turn of the century, the school-age segment of the population will have grown by a conservative estimate to 50,000. Clearly, these population

TABLE 1

ESTIMATED POPULATION GROWTH IN THE FSM, 1935 TO 2000 (in thousands)

State	1935	1948	1963	1970	1977	1980	1990	2000
Truk	17.4	14.4	23.3	29.2	36.6	38.6	51.5	68.7
Pohnpei	10.3	10.6	14.6	17.1	22.5	23.5	34.1	46.9
Kosrae	1.2	1.2	3.1	3.7	4.7	5.5	7.4	10.0
Yap	6.8	4.8	6.0	7.2	8.2	9.3	11.0	14.4
Total	35.7	31.0	47.0	57.2	72.0	76.9	104.0	130.0

pressures will take their toll on the entire institutional structure of the FSM--of which the educational system is perhaps the most fragile element.

It is expected that the future will bring great stress to the educational system. Table 2 presents recent enrollment figures and projected figures for the coming decade (Northwest Regional Education Laboratory 1989, Bank of Hawaii 1989, FSM Office of Planning and Statistics 1989). Projections are made assuming no expansion of secondary education in the FSM.

Comparison of the data in table 2 presents certain difficulties. It was necessary to use several sources, each of which lacks certain elements. The 1989 data represent an actual count of students currently in classrooms around the FSM. The 1995 and 2000 data are projections for each cohort in the nation, made with the assumption that the nation should be prepared to serve all those that national law and policy require to attend school. Clearly, the data suggest that not all 5- to 14-year-old youths go to school.

TABLE 2

ESTIMATED FSM STUDENT ENROLLMENT BY AGE, 1989 TO 2000

	1989		1995		2000	
State	5-9	10-14	5-9	10-14	5-9	10-14
Truk	6,069	6,878	10,076	8,254	12,192	9,410
Pohnpei	3,088	4,066	5,608	4,669	6,783	5,559
Kosrae	875	962	1,133	1,108	1,363	1,123
Yap	1,096	1,074	1,650	1,531	1,993	1,634
Total	11,128	12,980	18,467	15,562	22,331	17,726

One important point is that the next ten years will bring a large infusion of new students. A second is that even if the FSM will not or cannot create improved access to secondary education, it will still be faced with the certain need for change, if for no other reason than to accommodate larger number of students. To go beyond simply maintaining the status quo suggests a much more extensive reform.

A final consideration is the interface between ethnicity and the geography of the nation. With the exception of Kosrae, an island with a relatively homogeneous population, the individual states of the FSM have a population scattered across a number of islands, sometimes at great distances from one another. While some islands contain a single, distinctive local community and ethnic grouping, others contain multiple local communities and ethnic groupings. As is the case elsewhere in the world, schools in the FSM are often viewed as symbols of community prestige and status. Thus, because of their cultural importance, each of these groups often desires its own elementary school. Consequently, the number of elementary schools deserves some careful analysis, particularly in light of the nationwide lack of public secondary institutions, in that it may not be cost-effective in all cases to maintain the schools in their present formulation. This issue will be considered in the individual state reports.

The historical, social, and demographic conditions of the FSM provide a context within which the study team considered its findings and recommendations and prepared the study itself. Chapter 3 reviews the research parameters of the project with a special emphasis on the development of instruments sensitive to the unique structural characteristics of the nation and its population.

CHAPTER 3

METHODOLOGY

Overview

This section of the report summarizes the procedures used by project staff to obtain information and data about the operations of elementary and secondary education in the Federated States of Micronesia (FSM). The procedures for obtaining information and data about postsecondary education in the FSM are described in a companion report. Although the study of postsecondary education in the FSM could not be done--and indeed was not--in isolation from the study of elementary and secondary education, staff elected to treat postsecondary education separately. This decision was prompted by the very different history of postsecondary education and the circumstances under which it is administered and operated within the FSM and the rest of the former Trust Territory.

The procedures used for developing three survey instruments to collect data about the attitudes, perceptions, and values of FSM citizens concerning their educational system are summarized. Accompanying this summary of survey instrument development are descriptions of sampling considerations and the process by which survey instrument outcomes were computerized and reported.

Information is included in this chapter indicating who collected information and data, where data were collected, and who participated in the information and data collection procedures. In addition, survey collection instruments and survey instrument coding schemes are displayed in the appendix.

Frequency counts and percentages comparing the responses of three groups of respondents to selected survey items (i.e., similar items asked of all respondents) are also presented. The three groups of respondents can be categorized as government and business leaders, school administrators, and school teachers. The data derived from the survey instrument responses for the three groups are reported here only for the FSM as a whole. Similar data for each of the four states are contained in the section of this document treating the individual states. The results of responses to survey instrument items that were unique to a particular group or to only two groups are reported (when applicable) in the text of the report.

Who Collected Data

An in-country data collection team and an in-country project director were selected for the project. The team received an orientation to the FSM and its educational system prior to their arrival in-country and received further orientation and instruction for carrying out their mission after their arrival. The members of the team are listed in part III, Acknowledgements. Team members were assigned by the project director to visit one or more states to conduct the data collection. In a number of instances, the team was assisted in its data collection activities by FSM citizens who served as interpreters.

Where Data Were Collected and from Whom

The in-country team collected data in each of the four states. They engaged in four kinds of activities to gain an informed understanding of the elementary and secondary education systems of each state and of the FSM as a whole:

- Conduct dialogues--Scheduled and unscheduled dialogues were conducted with individuals and in focus group sessions with approximately 500 FSM citizens to glean their attitudes, perceptions, values, and concerns about elementary and secondary education in their individual states as well as in the FSM as a whole.

- Administer survey instruments--The in-country team administered survey instruments to approximately 900 persons, including national and state government leaders, business leaders, public and private school administrators and teachers, parents, and students. Parents and students were involved mainly in focus group sessions (see table 3).

- Visit and observe public and private elementary and secondary schools--In each of the four states, the in-country team members observed the physical condition of school buildings and school grounds. They also observed classrooms and noted the condition of educational equipment and materials. Finally, they observed classes in progress and observed teaching practices.

- Collect and review documents--The in-country team collected documents pertinent to operations of the elementary and secondary educational system in the four states and in the FSM as a whole. These documents were sent to the Center on Education and Training for Employment, located at The Ohio State University, where they were organized and catalogued by project staff for further review and analysis.

Part III, Acknowledgements, also lists a sample of the agencies and kinds of persons that participated in the data collection process. The listing is by state, although some persons responded in their capacity as elected or appointed national office holders or civil servants.

TABLE 3

SURVEY PARTICIPANTS

	Pohnpei	Kosrae	Truk	Yap	Total
Leaders	33	8	23	23	87
School Administrators	26	16	30	10	82
Teachers	74	17	111	15	217
Parents	76	1	35	10	122
Students	155	5	161	41	362
Total	364	47	360	99	870

Survey Instrument Development and Sampling Concerns

Instrument development. Preliminary versions of the three survey instruments were developed by project staff. These preliminary versions contained one subset of items that focused on attitudes, perceptions, and concerns regarding elementary and secondary education and one subset of items to elicit demographic information about respondents. Some of the items in each subset were in open-ended form, whereas other items required a choice from among a set of specified alternatives. As previously mentioned, some items were similar for all three groups, some items were similar for school administrators and teachers, and some were designed to tap the unique interests and concerns of each individual group to whom an instrument would be administered.

The preliminary versions of the survey instruments were reviewed by the project technical panel. Based on this review and on judgments by project staff, final versions of the instruments and instructions for their implementation were prepared and transmitted to the in-country project director. The in-country data collection team spent the better part of a week in training efforts designed to improve efficiency in administration of the instruments. The appendix contains copies of the survey instruments.

Sampling concerns. Project staff determined quite early in the project that representative sampling of schools and individuals for the purpose of data collection was not feasible. Reasons for not drawing a statistical sample include, among others, (1) inability to determine in advance the universe of persons in the three groups to be interviewed (i.e., leaders, school administrators, and teachers), (2) the lack of known criteria on which potential respondents could be stratified or organized, (3) the recognition that the team would need to be very flexible in meeting local requests for persons to be interviewed and schools to be visited, and (4) the desirability of collecting data from the largest possible number of schools and individuals, due to the diversity of population of the FSM.

In lieu of a representative sample, the list of schools in each state was taken as the sampling frame, and arrangements were made to visit as many of those schools as possible. Thus, the study permitted the collection of a rather comprehensive purposive sample, virtually assuring coverage of all relevant population subgroups, if not their representative number.

The Process Used to Computerize and Report Survey Data

Computerizing survey data. Once the survey instruments were returned to the Center on Education and Training for Employment, it was necessary to develop a coding scheme to score the diverse responses to the open-ended survey instrument items and to formulate a machine-readable file. Project staff scanned each item to discern the likeliest kind and range of responses. The responses to each survey item were listed, categorized, and paraphrased, and a code number was assigned to each one.

A trial run was conducted to determine if the listed responses accurately reflected the survey responses. In some instances, it was necessary to insert additional categories of response. A maximum of 8 response categories was assigned to each open-ended item and the number 9 was assigned whenever there were missing data. Yes/no item responses were coded in a dichotomous fashion, and again the number 9 was used for missing data. In the case of numerical responses (e.g., to the question "What is your age?") the actual response numbers were coded as given. The number 9 was also used in this instance to indicate missing data. The coding instructions for each respective survey instrument follows it immediately in the appendix.

Coding sheets to record item responses were prepared by project staff. Coders were then employed to read the survey responses and to enter the proper category codes on the coding sheets. Project staff were in attendance during this procedure to answer coder questions and to resolve any problems encountered by the coders.

In accordance with the requirements for using SPSSx, each survey item was given a variable label (e.g., EDPER, SAME). The coding instructions contain the file field numbers and variable labels for each survey instrument item.

A computer programmer formulated file formats for the coded data that would be compatible for use with the SPSSx statistical package residing at the Ohio State University Instructional Research Computing Center (IRCC). Using the file formats, the coders typed the codes from the coding sheets into personal computers. The information on the floppy disks containing the coded files were then loaded onto a tape located at the IRCC for subsequent use with the statistical package.

Reporting survey data. At the request of the sponsor, data are reported in terms of frequency counts and percentages. Where items permit multiple responses, data are reported for the percentage of responses, the number of responses, and the percentage of respondents responding accordingly. The SPSSx output was reviewed and the survey results for the FSM as a whole are reported in table 19, following the national report. As mentioned above, the data for each state are contained in the sections on individual states found in this document.

A final note concerns the scope of the survey. Over 1,000 person/days were devoted to collection of the data and the preparation of this report. This intensive effort yielded formal and informal interviews with approximately 1,500 FSM citizens, representing about 1.5 percent of the population of the FSM. There is no previous educational study with which the project team dealt concerning any Pacific nation, much less the FSM, that comes close to this level of effort. If a comparable study were to be done in the United States, it would involve 3 to 4 million people. Thus, the sheer volume of the sample makes a very strong case for its representativeness, despite its purposive nature. More important for the FSM, however, is the fact that the population sub-groups under consideration were very thoroughly investigated. Consequently, the FSM can place a great deal of confidence in the nature of the response patterns on which the recommendations are based.

CHAPTER 4

EDUCATIONAL REFORM IN THE FSM: SURVEY RESULTS

The principal task of this project was to establish the parameters for reform of the existing system of education in the Federated States of Micronesia. Because of the unique circumstances of the newly constituted FSM and its social and historical conditions, models of analysis that might be utilized in a study of a state or region of the United States are not adequate to deal with the level of complexity the research team found. For this reason, a methodology and set of instruments designed specifically for the FSM were utilized in an intensive study of the educational system. The study was particularly concerned with a survey of national and state leaders, school administrators, and teachers, as described in the previous chapter. The time the study team spent in-country was largely devoted to gathering these data.

The purposes to which this research is directed are twofold. First, even though the study team was composed of experts in a variety of educational areas and subdisciplines, it was clear that members' expertise would be best utilized in attempting to understand what Micronesians themselves believed was needed to improve education. Second, qualitative and quantitative data collected from the various samples of the population were combined with the observations of the study team in order to create solutions that the study team believes would be most useful for the FSM to implement. Where possible, the data to which an observation refers will be clearly defined. In other cases, however, the study team may have identified a problem or proposed a recommendation that does not strongly emerge from the data but that in the experience and opinion of the study team does require serious attention.

National Overview

To review, the principal questions of this inquiry were these:

- What purpose would this educational resource serve?
- Whom would the resource serve?
- What are the relative costs and benefits of the resource?
- To what extent would the resource aid in achieving the goals of the FSM as a nation?

The first item, then, seeks education's purpose--asking the question, Education for what? This issue is far more complex in the Micronesian situation than it may appear. In certain respects, the main function of education in a society is to maintain and support existing institutions. It serves as well to create a labor force and citizenry capable of dealing effectively with change and the modern world. Clearly, education has its greatest impact when these goals exist in harmony. As the study team discovered, however, these purposes may be independent of one another and are to some degree in conflict in the FSM. Maintaining the stable, traditional institutional structure, with its emphasis on the leadership of the clan, a relatively rigid order of stratification (including a caste system in some areas), and subsistence agriculture as the primary base of the economic system, requires one set of socializing media. On the other hand, equipping students to prepare themselves for employment and participation in the international economy and advanced technology of the 21st century suggests another type of educational purpose, particularly given the FSM's limited involvement in creating this type of economic development thrust. Finally, creating a stable and consistent citizenship base in a nation that has no self-determined, unitary political history suggests a third emphasis. We consider that while the educational system must become involved in all three areas, some choices have to be made in terms of the relative priority of these challenges. Only the people of the FSM can make these choices. The study team is in no position to determine so fundamental an issue of national identity.

Despite that central fact, the study team is able to contribute significantly to clarifying how Micronesians feel about these questions. Along these lines, the study team first sought to discover what the respondents to the survey believed should be the educational priorities of the nation. Accordingly, it first asked all respondents to identify what the purpose of education in the FSM was--i.e., what an educated person is--allowing multiple responses. Table 4 outlines these results.

Two basic response patterns were identified for question 1a; which while not mutually exclusive, they do tend to demonstrate the duality of expectations of education in the FSM. On one hand, the majority of respondents (62.5 percent) believed that education has an expressive purpose, creating good citizens and happy, satisfied people as ends in themselves. Another group (37.5 percent) viewed education as having an instrumental purpose as well,

TABLE 4

THE MEANING OF EDUCATION

Question 1a: What does it mean to be an educated person in [your state]? (n = 359)

Someone who:	Percentage of Responses	Number of Responses[1]
1. Contributes to family/ society/government	42.5	247
2. Can obtain money/a good job/prestige	25.6	149
3. Can enhance individual satisfaction/happiness	20.0	116
4. Masters English	2.8	16
5. Helps maintain culture/tradition	9.1	53
	100.0	581

[1] Multiple responses permitted. In future tables, such items will be indicated with an asterisk (*).

such as training people for jobs, teaching English, and maintaining the culture. That two views were expressed is not surprising, given the previous discussion. However, the degree of disparity between the two was striking. Clearly, education was seen as being valuable in and of itself, independent of any specific, concrete outcome. The fact that more than 97 percent of all respondents regarded education at all levels as important, as shown in the other questions in the survey, is strong evidence for this point. Further, the survey showed that this value was held not just by those specifically related to the education community (i.e., teachers and administrators) but by state and national leaders as well. In fact, the response patterns of leaders were very consistent with those of educators. It would appear, then, that education was generally accepted as intrinsically valuable among the elite of the FSM across the board, with only minor variation across states. While there were a substantial number of persons who valued education for its contribution to career choices and so forth, education's expressive purpose appeared to dominate.

Another pattern in the data is the extent to which the egalitarian values promoted by education are reflected in the belief system of the respondent group. Question 1b examines the question of gender-specific education, as shown in table 5.

Overwhelmingly, the respondents felt that women and men should be educated in the same manner. However, these data obscure a tendency among a minority of the respondents to identify differences in curriculum content for the two sexes. Question 1c probed this tendency by asking why men and women should or should not be educated in the same ways; the results are shown in table 6.

Respondents did, as table 6 shows, generally identify some rationale or explanation consistent with men and women receiving equal education. However, a significant minority (17.6 percent)

TABLE 5

EQUAL ACCESS FOR MEN AND WOMEN

Question 1b: Should women be educated in the same ways as men? (n = 372)

		Percentage of Responses	Number of Responses
1.	Yes	94.4	351
0.	No	5.6	21
		100.0	372

TABLE 6

RATIONALE FOR ACCESS

Question 1c: Why or why not [educate men and women the same]? (n = 351)

	Percentage of Responses	Number of Responses*
1. They must learn appropriate roles	17.6	90
2. They need equal training for leadership	23.7	121
3. They have/need equal job opportunities	22.7	116
4. They face equal future challenge as citizens	35.9	183
	99.9[1]	510

[1] The total percentage does not equal 100 percent because percentages were rounded off. Henceforth, all percentage totals will be listed as 100.0.

responded that there were differences based on gender that should be observed in education. These responses featured several kinds of emphasis in respondent explanations. First, some drew distinctions between academic and vocational education, in which women were to receive equal training, and cultural education, in which clear sex-role differentiation should be maintained. Second, some expressed a concern that the sexes should be trained for certain kinds of work--for example, heavy labor for men and light work for women, according to one state leader. Finally, there were the most traditional kinds of reservations about any education of women: that it would lead to social instability, a breakdown of the culture, and (in one comment) an increased likelihood of out-of-wedlock pregnancy. These responses, which may be termed culturally conflicted, occurred most frequently in Kosrae and Yap, which include arguably the most traditional societies in the FSM. Granted, most respondents did see men and women receiving the same education in all areas. Overall, however, the data did reveal some hesitancy and conflict among FSM citizens about the degree of participation in an institution that may threaten the core cultural values of the nation or state. While this feeling is perhaps not as intense as it once was, care should be taken to acknowledge the presence of the sentiment.

In terms of the schools themselves, respondents were asked to identify the problems they saw in the schools. Table 7 presents the results; respondents were able to cite up to three items as being barriers to education.

The most frequent response to the question concerning specific issues about the schools was that inadequate facilities, equipment, and supplies were the central problem. Furthermore, almost 40 percent of all responses either made reference to facilities, equipment, and supplies or identified transportation/communication, the other issue related to educational infrastructure. The second major category of response expressed concern with teachers: a combined total of 25 percent identified either poor faculty/ staff (18.1 percent) or bad teacher attitudes (6.9 percent). The single issue of lack of funds ranked next (20 percent). This pattern of response was interesting in that the study team had heard a number of references to a lack of money for education early in the project, whereas these data suggested that the important issue was not money per se but rather that change was needed

TABLE 7

THE PROBLEMS WITH SCHOOLS

Question 2: What problems are there with schools here? (n = 370)

		Percentage of Responses	Number of Responses*
1.	Funds	20.7	170
2.	Facilities/equipment/supplies	33.3	274
3.	Poor faculty/staff	18.1	149
4.	Poor curriculum	8.3	68
5.	Bad teacher attitudes	6.9	57
6.	Conflict between cultures	2.8	23
7.	Transportation/communication	5.0	41
8.	Lack of parental involvement	5.0	41
		100.0	823

in particular areas, some of which may require additional funds. Thus, relatively little support was found for more funds simply to maintain the system that currently exists. Additionally, a strong concern was expressed about the quality of the teaching staff or their commitment to teaching. Therefore, the educational infrastructure and personnel issues appeared to rank at the top of the problem agenda for the survey respondents.

Another interesting feature in these data was variability across survey groups and states. Leaders were only half as likely as teachers to identify funds as the issue (see table 19). By the same token, they were much more likely than either teachers or administrators to see problems with teachers, curriculum, or a lack of parental involvement. Further, problems with facilities were somewhat more likely to be identified in Truk and Pohnpei than in Yap and Kosrae. Likewise, personnel issues were more prominent in Pohnpei and Truk than Yap. As one Yapese leader stated,

> [Teachers] lack adequate education for the job they do. They are not dedicated and often use teaching as a stepping stone to another job. They teach for money only and don't consider teaching as a profession. And there is a good reason. Teachers are the lowest paid government employees and have no incentive for good performance.

Bad teachers were rarely mentioned in Kosrae. Finally, teachers tended not to spare themselves from criticism. Yapese teachers found themselves or their attitudes to be the principal problem in the schools. Pohnpei's teachers ranked themselves at about the national average, while Trukese teachers were more likely to regard other issues as being more problematic.

The quality of the curriculum was viewed differently across respondent categories but rather consistently across states. Leaders were much more likely than teachers or administrators to view curriculum quality as a problem. Furthermore, curriculum quality was consistently cited by leaders regardless of their state. This has some significance on several different counts. First, leaders were well aware of the degree to which discrepancies existed between the educational product and the national need for educated citizens. Second, the data showed that leaders were more likely to have lived elsewhere, to have more education, to have a greater number of college degrees, and to have attended schools outside of the FSM. Therefore, they may have had a richer base of experience against which to compare curricula than did local teachers or administrators. In addition, national and state leaders also tended to conduct outside business activities; when combined with their positions of leadership in the nation, this gave them a relatively higher level of personal stake in the future of the nation. Thus, they may well have had a different world view, which allowed them to focus on the inadequacies of the curriculum standards.

At this point in the study, the answer to the question of "Education for what?" emerges. Education was valued as an end in itself for Micronesians, with a secondary concern related to vocational or career training. It was also expected to contain a dimension of citizenship training. Some progress had been made as well in terms of "Education for whom?" In general, it appeared that there was consensus that elementary education should be for everyone and that education through the secondary level was important for those desiring further education and training for work. While there were some concerns about the impact on traditional culture, few would appear to deny anyone equal access to education.

These response patterns permitted the study team to explore in greater depth some of the difficulties inherent in bringing these statements of principle to fruition in terms of specific recommendations. Responses to the final two questions of this study will be a good deal more challenging than the first two general questions were. Thus, in order to gain some insight into these matters, it will be necessary to explore the responses to survey items in greater depth.

The topics to be considered in the further development of this report are (1) the responses to various items that leaders, administrators, and teachers answered independently of one another in their respective surveys (see survey instruments in the appendix) and (2) the linkages between schools and jobs, governance and policy, and educational priorities and school finance. This exploration will provide a basis for specific recommendations in the areas of educational infrastructure, curriculum, governance and policy, and school finance. Finally, this section will conclude with a discussion of the impact on the new nation of the Federated States of Micronesia over the next five years if the suggested recommendations are accepted and implemented.

Leaders

As has been noted, national and state leaders tended to view education and its importance somewhat differently than did either teachers or administrators. In anticipation of this possibility, all respondent groups had a set of questions posed specifically for them. As leaders had the greatest responsibility in terms of national and state policies and priorities, they were asked to provide the study team with with their reactions to these types of concerns.

Leaders were first asked about their willingness to make expenditures for public services and the relative need for such expenditures. Table 8 presents data in response to an open-ended question.

As table 8 shows, over half of the national and state leaders spontaneously identified education as having the highest priority. Further, insofar as the respondents could choose more than one

TABLE 8

LEADERS' PREFERRED ALLOCATION OF RESOURCES

Question 13: If you had $1 million to spend in [your state] to better the lives of people here, on what things would you spend it? (n = 78)

	Percentage of Responses	Number of Responses*	Percentage of Respondents[1]
1. Education	50.9	67	85.9
2. Health Services	19.7	26	33.3
3. Ag/fishing resources	5.3	7	9.0
4. Economic development	24.2	32	41.0
	100.0	132	169.2

[1] The percentage of respondents is the percentage of respondents who chose the individual answer on questions to which multiple answers were allowed.

area, it is noteworthy that over 85 percent of the leaders themselves selected education as either the first or second priority. The importance that education had for the leader sample was further reinforced by the response detailed in table 9 to a follow-up question concerning the percentage of the $1 million they would spend on education.

TABLE 9

LEADERS' PREFERRED ALLOCATION OF RESOURCES TO EDUCATION

Question 13c: What percentage of the $1 million would you spend on education [if you mentioned education]? (n = 62)

	Percentage of Responses	Number of Responses
1. 0-19%	3.2	2
2. 20-39%	21.0	13
3. 40-59%	32.3	20
4. 60-80%	17.7	11
5. 80-100%	25.8	16
	100.0	62

The majority of response to question 13c indicated that leaders would spend half or more of the fictional $1 million dollars on education. While it is true that social desirability bias (the tendency of respondents to provide researchers with what they anticipate the researchers want to hear) may have influenced responses, this would not seem to have been the case. First, as leaders in the nation, respondents would have had the greatest possible stake in results that served their interests. Thus, why would leaders have sought to appeal to the perceived interests of the study team? Beyond that, these data amplified the points made by Peacock (1985) and Hezel (1982), among others, about the increasing cultural importance of education, which also received consistent endorsement throughout this study. While the wisdom of this level of priority may be questioned and has been questioned, most pointedly by Hezel (1982)--a concern that will be echoed later in this report--there seemed to be little question that education was seen to be very important in the FSM. Leaders, perhaps more than others, reinforced this notion.

Another issue of interest in the survey emerged in the question concerning how the leaders knew if the schools were doing a good job. Most often, they did not know; table 10 shows these data.

Of very great concern to the study team was the lack of standards in education or the enforcement of those that do exist. It was the study team's observation that quality, access inequities, and ownership responsibility varied across the nation. This

TABLE 10

GOVERNMENT'S KNOWLEDGE OF SCHOOL SUCCESS

Question 14: How does your government know if the schools are doing a good job? (n = 75)

	Percentage of Responses	Number of Responses*	Percentage of Respondents
1. Test results	29.5	28	37.3
2. On-site evaluation	13.7	13	17.3
3. Administrative reports	20.0	19	25.3
4. They don't know	36.8	35	46.7
	100.0	95	126.7

observation was clearly on the mark, as leaders appeared to recognize the same factors. None of those ways in which doing a good job is measured (test scores, for example) appeared to provide comfort to the leadership. A Trukese leader responded to the questions of how one would know if schools were doing a good job as follows:

> I guess by word of mouth. Some parents complain. There is no real evaluation in public schools and private school don't do this well eitner. There is no systematic follow-up on kids or high school graduates. We really should provide some.

Because of a lack of data concerning the norms about which the national standardized tests are based and the fact that not all states use them, it was impossible for the study team to comment about the utility of these measures. However, it did appear through an inspection of the tests that they would tend to measure skill levels far below eighth-grade competencies in U.S. schools and that it is difficult to see what differentiation between skill levels the tests were able to define, other than the extent to which students were able to answer relatively easy questions in language arts and math. Of course, in the absence of the criteria for standardization, it is possible that there were subtleties in the instruments that were not readily apparent. Generally, however, the study team shared the skepticism that leaders showed about the extent to which schools were performing the function intended.

The final series of questions unique to the leader sample referred to U.S. involvement in Micronesian education and the desirability of its continuation. Leaders were asked to state their opinions as to whether that involvement was a good idea and why or why not. Table 11 presents the results.

TABLE 11

DESIRABILITY OF U.S. FUNDING

Question 15a: Currently the United States provides money for your schools. Do you think this is a good idea? (n = 82)

	Percentage of Responses	Number of Responses
1. Yes	85.4	70
0. No	14.6	12
	100.0	82

Question 15b: Tell me why you think so. (n = 72)

	Percentage of Responses	Number of Responses*	Percentage of Respondents
1. FSM/state lacks money	55.6	50	69.4
2. It creates good schools	13.3	12	16.7
3. U.S. has created a dependency	31.1	28	38.9
	100.0	90	125.0

The data showed that despite a rhetorical drive toward self-reliance, the vast majority of the leadership favored a continuation of U.S. support for education in the FSM, principally on the grounds that the FSM lacked the funds to do the job itself. It was also noteworthy that the explanation that the U.S. has created a dependency served the purposes of both those who would favor further funding and those who would oppose it on grounds of self-determination.

Under the terms of the Compact of Free Association, U.S. aid is scheduled to begin falling in 1992. What, the study team inquired, would be the consequence to the FSM if dollars did begin to decline? Results are shown in table 12.

TABLE 12

RESPONSE TO REDUCED FUNDING

Question 15 c: What will the people of [your state] do about the schools if the United States gives you much less money to run them? (n = 73)

	Percentage of Responses	Number of Responses
1. Close schools	32.9	24
2. Less effective educational system	27.4	20
3. Only the rich will be educated	6.8	5
4. Find funds locally	27.4	20
5. Foreign aid (other than U.S.)	5.5	4
	100.0	73

As a group, leaders believed that a reduction of U.S. funding would have a dramatic negative effect on the FSM educational system. Less than a third believed that funds could and/or would be found elsewhere to offset this loss. Presumably, then, leaders felt that an explanation or rationale could be found to continue the proportionate level of funding from the U.S. that currently existed. This issue will be dealt with later in this report in the section on funding.

In general, leaders regarded education as necessary and desirable but tended not to believe that education was currently doing a good job of meeting national or state goals. Further, they expressed a willingness to allocate considerable national resources to education, as they currently do, but were less than sanguine about the prospects of raising these funds at the termination of the funding strategy underwriting the Compact of Free Association.

Administrators

School administrators in the FSM occupy a position between the national and state leaders who create policy on the one hand and the teachers who implement it on the other hand. Their role, therefore, is a critical transition point, as they must interpret policy and identify resources to provide the teachers with what they require. Any barriers to reform, such as a clash of modern and traditional value systems, affect administrators most directly. Thus, the variable salience of tradition across the nation and the complex nature of educational administration in terms of national versus state responsibilities make the actions of school administrators highly vulnerable. Yet, they are crucial to the success of the schools. For this reason, the study team has viewed the opinions and attitudes of these individuals as being a most important contribution to the report.

A central feature of the role of school administrators is their perceived degree of control over the circumstances of education in their areas of responsibility. According to the data, there appeared to be a discrepancy between the amount of control they had and the amount that they felt they should have. Table 13 summarizes data obtained in response to an open-ended question.

TABLE 13

LEVEL OF ADMINISTRATOR CONTROL

Question 14: How much control should you have in running your school? (n = 61)

	Percentage of Responses	Number of Responses
1. Should be/is complete	64.0	39
2. Should be shared	26.2	16
3. Is considerable	4.9	3
4. Is limited	4.9	3
	100.0	61

The fact that administrators sometimes had less control than they would have liked was but one difficulty they saw. With one exception, they felt strongly that there were a number of other things that were needed in order to run, in the words of the instrument, "a first-rate school." Table 14 presents administrators' views on what was most needed; the question was open-ended and allowed multiple responses.

TABLE 14

ADMINISTRATOR PERCEPTIONS OF SCHOOL NEEDS

Question 15: What are these things [needed to run a first-rate school]? (n = 69)

	Percentage of Responses	Number of Responses*	Percentage of Respondents
1. Better instructional materials/supplies	33.9	43	62.3
2. Improved facilities	33.9	43	62.3
3. More money	15.7	20	29.0
4. More staff/teachers	16.5	21	30.4
	100.0	127	184.1

As has been seen more generally in this report, facilities and supplies continued to be the principal problem in FSM schools. One administrator from Pohnpei noted the irony of having wiring and new fixtures installed but no electric power to use them. While other things such as more money might be nice, the educational basics were missing to such an extent that they became primary. This idea that the most fundamental aspects of education were the area of greatest need in schools was further reinforced by the data concerning curriculum. Administrators were asked to identify both the most essential aspects of their current curriculum and those things not currently being taught in their schools, as displayed by table 15.

The data first showed that administrators saw basic skills as being most important of those subjects now being taught. In addition, they saw a clear need for vocational education opportunities in the schools, which was particularly significant due to

TABLE 15

ADMINISTRATOR PERCEPTIONS OF MOST IMPORTANT CURRICULUM AREAS

Question 16: What things in the curriculum are most important for your students? (n = 73)

	Percentage of Responses	Number of Responses*	Percentage of Respondents
1. Everything	12.2	18	24.7
2. Language	32.0	47	64.4
3. Social studies	15.0	22	30.1
4. Math/science	24.5	36	49.3
5. Religion	3.4	5	5.8
6. Traditions/customs	4.8	7	9.6
7. Vocational education	8.2	12	16.4
8. Electives (miscellaneous)	0	0	0
	100.0	147	200.4

Question 18: What are you not teaching that should be included in the curriculum? (n = 65)

	Percentage of Responses	Number of Responses*	Percentage of Respondents
1. Nothing	6.4	6	9.2
2. Language	7.4	7	10.8
3. Social Studies	3.2	3	4.6
4. Math/science	3.2	3	4.6
5. Religion	1.1	1	1.5
6. Traditions/customs	19.1	18	27.7
7. Vocational education	26.6	25	38.5
8. Electives (miscellaneous)	33.0	31	47.7
	100.0	94	144.6

the fact that most respondents were administrators of elementary schools or districts. Vocational education was rated low in terms of its current availability but was generally regarded as a very important area that should be included in the curriculum. Hence, there appeared to be a desire to infuse the elementary curriculum with vocational and career skills, as well as to improve vocational education at the secondary level. Finally, a strong interest was identified in complementing the western-style curriculum with education about traditional customs and values. The study team concurs with this sentiment, as one key building block of citizenship is providing young people with a foundation in who they are, where they come from, who the leaders of their people are and have been, and so on. The future governability of the nation may well depend on how successful the schools are in implementing background studies of the history, traditions, and culture of the Micronesian people, along with a standard social studies curriculum.

Finally, this report and others have suggested that parents are only marginally involved in the educational process. Consequently, the study team wanted to know the extent to which parents should be involved and why. Table 16 presents their responses to three questions.

Overall, school administrators found parental interest to be not as high as it should have been and they felt that both parents and the schools had something to gain by such participation. Clearly, some intermediary structure is needed to facilitate this participation. As this finding tended to be quite consistent across the states, it would seem to be something that should be considered for general implementation.

Teachers

Teachers are the final stage of the implementation process. Their participation will ultimately make it possible or impossible to carry out school reform. Thus, their attitudes toward what is

TABLE 16

ADMINISTRATOR PERCEPTIONS OF PARENT INTEREST

Question 19a: How much interest do parents seem to have in your school? (n = 75)

	Percentage of Responses	Number of Responses
1. Very much interest	28.0	21
2. Interest	14.7	11
3. Some interest	25.3	19
4. Little or no interest	32.0	24
	100.0	75

Question 19b: Would you like them to be more interested? (n = 65)

	Percentage of Responses	Number of Responses
1. Yes	93.8	61
2. No	6.2	4
	100.0	65

Question 19c: Why or why not? (n = 57)

	Percentage of Responses	Number of Responses*	Percentage of Respondents
1. Makes school job easier	51.6	48	85.7
2. Provides financial support	6.5	6	10.7
3. Helps them appreciate education	32.3	30	53.6
4. Helps with discipline	9.7	9	16.1
	100.0	93	166.1

needed and the extent to which they either share or do not share the point of view of leaders or administrators will be strong indicators of the potential for change. For this reason, the questions that were asked of teachers closely paralleled those directed to administrators. Accordingly, teachers were asked what they would need to run a first-rate classroom; table 17 summarizes their responses.

TABLE 17

TEACHER PERCEPTIONS OF SCHOOL NEEDS

Question 14a: Do you need other things to help you run a first-rate classroom? (n = 205)

		Percentage of Responses	Number of Responses
1.	Yes	97.1	199
0.	No	2.9	6
		100.0	205

Question 14b: [If yes] What are these things? (n = 199)

		Percentage of Responses	Number of Responses*	Percentage of Respondents
1.	More/better materials	32.6	143	71.9
2.	More supplies	16.7	73	36.7
3.	Improved/expanded facilities	17.1	75	36.7
4.	More money	13.0	57	28.6
5.	More/expanded equipment	20.5	90	45.2
		100.0	438	219.1

Because of the open-ended nature of the interview schedule, the answer categories could not be made absolutely uniform. But, teachers, like administrators and leaders, strongly stated their need in the area of facilities, equipment, and supplies, with a combined total of about 55 percent identifying a need for improvement. The unique contribution of teachers in this respect, however, was to emphasize the need for materials (e.g., textbooks, paper, pencils, and instructional materials) to help them do a better job.

Teachers also had some concerns about curriculum and, in this regard, virtually duplicated the responses of administrators. Table 18 displays teachers' opinions on needed curriculum change.

TABLE 18

TEACHER PERCEPTIONS OF MOST IMPORTANT CURRICULUM AREAS

Question 15: What things in the curriculum are most important for your students? (n = 200)

	Percentage of Responses	Number of Responses*	Percentage of Respondents
1. Everything	15.0	55	27.5
2. Language	33.1	121	60.5
3. Social studies	13.1	48	24.0
4. Math/science	27.9	102	51.0
5. Religion	3.3	12	6.0
6. Traditions/customs	0.8	3	1.5
7. Vocational education	3.8	14	7.0
8. Electives (miscellaneous)	3.0	11	5.5
	100.0	366	183.0

Question 17: What are you not teaching that should be included in the curriculum? (n = 171)

	Percentage of Responses	Number of Responses*	Percentage of Respondents
1. Nothing	4.8	14	8.2
2. Language	3.7	11	6.4
3. Social studies	0.7	2	1.2
4. Math/science	4.4	13	7.6
5. Religion	2.0	6	3.5
6. Traditions/customs	21.1	62	36.3
7. Vocational education	32.3	95	55.6
8. Electives (miscellaneous)	31.0	91	53.2
	100.0	294	171.9

The data largely confirmed the essence of what administrators felt to be most important: language, math, and science. Teachers also agreed on the substantive areas to be included in the curriculum: history, traditions and customs, and vocational education. Two things provided additional information from the teacher sample, however. First, teachers showed a higher degree of support and consensus about the two major suggested additions to the curriculum, with vocational education as a very high-priority area. Second, the relatively large number of responses indicating a need for a greater number of elective and additional areas demonstrated a considerable degree of support for a much more comprehensive curriculum than is present in the schools at this time. It further indicated a broader awareness of student needs than was immediately obvious in other groups.

A final question asked of teachers concerned their perceptions about parental involvement. As with administrators, teachers were asked whether parents were interested in what was being taught. In an identically constructed series of questions, teachers overwhelmingly (68.3 percent) reported that parents showed only some, little, or no interest; almost all teachers (99.5 percent) stated that they should be interested. It is obvious from these data that considerable attention needs to be given in the recommendations to developing a means for encouraging and constructively channeling this involvement.

Parents

In addition to formal surveys carried out among leaders, administrators, and teachers, the study team also had the opportunity to meet with groups of students and parents in all four states. These sessions were conducted in a relaxed, conversational manner and served to acquaint project staff with the local customs, conditions, and people, as well as to gather data.

While in-country, the study team talked with 124 parents in a total of 18 group sessions. As those parents most interested in education were the most likely to participate, no responses could be considered to be representative of FSM parents in general. They did, however, offer considerable insight into the way in which education impacts the home, family, and culture.

The parents interviewed generally felt that private schools were doing better jobs in education and, if a choice were available, would prefer to send their child to them as opposed to public education. While private schools were sometimes described as being only for the rich, most parents seemed to believe that in private schools the environment was more conducive to learning, the teachers were better prepared, and students were held to higher standards. By contrast, the principal reasons for attending public schools were the relative cost and/or proximity. In no case were public schools thought to be better.

In terms of improvements, parents felt that teachers needed to receive better training and, significantly, should be forced if necessary to show up for work more frequently than seemed to occur. The parents interviewed reacted in a mixed fashion to the prospects of a longer school year, some feeling that nine to ten months was too long a period of time. In any case, there was at least little reason to believe that there was any ground swell support for a major restructuring of the academic calender.

Of somewhat more interest was the relationship between school and jobs. A number of parents wanted their children to get educated in order to get a good job but bemoaned the fact that doing so might require their children to leave the state or the country. This was viewed as being destructive for the nation as well as for the individual. Several people referred to the low pay for jobs locally. Others noted the role of nepotism or other connections as being necessary to get good jobs, such as government work.

One conversation in Truk between project staff and parents was particularly interesting. These parents were aware of the fact that one of the effects of the Compact of Free Association was a reduction of funds from the United States government, education funds included. This group wanted to see more money--but money with strings attached. As one person stated, "We don't like how the few are controlling the jobs and the money. . . . We don't think the U.S. should give more money in a lump sum to the [FSM] government because the government will just take care of itself and schools will get no better." While it is impossible to tell how widespread distrust of state and national government is, the leaders of the nation should be advised that it does exist and that steps may have to be taken to ensure that the public knows that expenditures of funds are proper and appropriate.

Students/Youths

The study team also made an effort to talk with youths aged 14-18 during its time in the FSM. The staff had the opportunity to speak with almost 400 young people. The sample represents teenagers from all islands and, while not statistically representative and possibly biased in favor of students as compared to youths not in school, does suggest that at least a significant portion of the youth population was included in the study.

An examination of the responses to questions asked by staff revealed points of strong consensus throughout the discussions with the teenagers. While peer pressure may be part of the explanation, the consistency with which almost everyone felt that a good education was helpful in acquiring a good job (314 vs. 21), was willing to leave the FSM to get a good job (183 vs. 103), would seek training out of the country (323 vs. 13), and wanted to go on to college (220 vs. 0) was impressive. In general, the study team found a high degree of interest in success and motivation to succeed. These young people also expressed a relatively high degree of enjoyment with school and some degree of confidence in their potential.

The concrete opportunities that youths perceived were less a cause for exuberance, however. It was generally felt that there were few good jobs on the islands, that hiring procedures were unfair, and that family obligations and a lack of money would be the primary reasons to stay in their areas. Very little enthusiasm was shown for the opportunities offered by the Community College of Micronesia (CCM), with only a very small number of youths reporting that they would consider going there. There were criticisms of the quality of education, but the feeling was more generally that going to CCM meant staying at home, after which, in the words of one youth, "Then what would I do?" Quite opposite attitudes were shown toward school or residence in Hawaii, Guam, the U.S. mainland, and in a few cases, Australia.

Some of this enthusiasm for what is foreign and skepticism over opportunities at home can be regarded as normal behavior for young people. However, it also indicated a clear and growing structural problem centering on the opportunities actually available to young people, particularly educated young people. It is not realistic to think that education alone will solve their problems. It is likewise unrealistic, if not inhumane, to suggest that educating youth while providing them no way in which to use their skills constructively will serve them well. Nor will it serve the nation well in the future.

Conclusion

The following chapters will examine the relationships between school and jobs, the educational system and its administrative structure, and the prospects for policy and legislative change. In this chapter, however, a number of key points have been made by the people themselves. Fundamentally, the schools are not working well and a number of changes should be made. The study team has considered a variety of issues in its work, has discussed them at length, and could, if it wished, have created a very long list of items that need to be corrected. After consideration, however, it was determined that such a list would be of little value to the people of the FSM and may serve to neutralize what spirit for reform there is in the nation. Accordingly, the most critical problems that must be resolved by the FSM government and its states are:

1. Infrastructure--The survey results show very clearly (and are reinforced by the experience of the study team) that

school buildings, equipment, and facilities are in very poor condition, most obviously in the public schools.

2. Personnel--Concerns about personnel took three forms. First, teachers and other staff seem relatively poorly trained, without a great deal of opportunity to upgrade their skills.

   A second issue takes the form of criticism of nepotism and other hiring practices that have little to do with an individual's skills or other objective criteria.

   Third, a concern was expressed about teacher absenteeism and its obvious effect upon education quality. The need for greater accountability and increased supervision is clearly indicated.

3. Curriculum--The instruction provided in the schools, particularly public schools, tends to be watered-down versions of American education. What is needed is to strengthen the curriculum and include more material relevant to the situation in which the FSM finds itself.

As previously suggested, several topics will be explored in greater depth in subsequent sections of this report. However, the survey results have enabled a context to be established in terms of what needs to be done. The balance of the report will concern how to accomplish it. Before continuing, however, let us revisit the questions that began this study.

- Education for what?--Education is one part of a social and cultural mosaic. It must fit with other systems and institutions. The educational system is neither integrated with nor supported by other entities such as the economy, the labor market, or the citizenship needs of the nation. It currently serves little purpose. If it is to serve a purpose for most people, a very extensive reform and revision needs to take place.

- Education for whom?--While education is officially available to all of the people of the FSM, it serves few well. Indeed, many use it only as a way out of the nation, either for training or for work. This creates a strong incentive to migrate and the most able do, at least for some period of time. This deprives the nation of its best and brightest. As the population continues to grow, the discrepancy between those able to benefit by education and those for whom it serves as a source of hopelessness and frustration will grow.

If the reform-mindedness of the Micronesian leadership means anything, it must address these two questions boldly and soon. To the degree it does so, it will establish its future and its legacy.

TABLE 19

RESPONSES TO QUESTIONS POSED TO ALL RESPONDENT GROUPS IN THE FSM

	SPSSx LABELS	CATEGORY CODE	GROUPS							
			Leaders		Administrators		Teachers		FSM	
			%	N	%	N	%	N	%	Rank
1a. What does it mean to be an educated person in FSM?	EDPER									
Contribute to family/society/government		1	46.7	(63)	47.9	(58)	39.1	(126)	42.5	1
Money/job/prestige/success		2	20.7	(28)	25.6	(31)	28.0	(90)	25.6	2
Improving individual happiness		3	17.8	(24)	19.0	(23)	21.4	(69)	20.0	3
Mastery of English		4	3.7	(5)	0.8	(4)	2.2	(7)	3.0	5
Maintain culture/tradition		5	11.1	(15)	6.8	(8)	9.3	(30)	9.0	4
			100.0	(135)	100.0	(124)	100.0	(322)	100.0	
1b. Should women be educated in the same ways as men?	SAME									
No		0	3.6	(3)	6.3	(5)	6.2	(13)	6.0	2
Yes		1	96.4	(81)	93.7	(74)	93.8	(196)	94.0	1
			100.0	(84)	100.0	(79)	100.0	(209)	100.0	
1c. Why should women be educated the same?	WHYSAME									
Learn appropriate division of labor		1	17.1	(24)	19.1	(22)	13.5	(44)	16.1	4
Equal training for leadership		2	24.3	(34)	15.7	(18)	21.2	(69)	21.6	3
Equip opportunities for jobs		3	27.7	(38)	32.2	(17)	34.2	(111)	29.6	2
Equal future challenges		4	31.4	(44)	33.0	(38)	31.1	(101)	32.7	1
			100.0	(140)	100.0	(95)	100.0	(325)	100.0	
2. What problems are there with schools here?	SCHMPROB									
Funds		1	12.4	(26)	20.7	(39)	23.7	(105)	20.7	2
Facilities/supplies/equipment		2	23.8	(50)	31.9	(60)	37.0	(164)	33.3	1
Unqualified faculty/staff		3	21.9	(46)	18.6	(35)	15.3	(68)	18.1	3
Inappropriate curriculum		4	14.3	(30)	5.3	(10)	6.3	(28)	8.3	4
Bad teacher attitude		5	11.0	(23)	4.8	(9)	5.6	(25)	6.9	5
Meshing local and western values		6	4.3	(9)	3.2	(6)	1.8	(8)	2.8	6
Transportation/communication		7	4.3	(9)	5.9	(11)	4.7	(21)	5.0	7
Lack of parental involvement		8	8.1	(17)	____	( )	5.4	(24)	5.0	8
			100.0	(210)	100.0	(170)	100.0	(443)	100.0	
3. What are some good things about schools here?	GOOD									
Enable learning of basic skills		1	13.4	(15)	22.0	(26)	27.8	(81)	23.4	2
Free, accessible education		2	18.1	(21)	13.6	(16)	19.6	(57)	18.0	3
Prepare students for change/jobs		3	13.4	(15)	9.3	(11)	8.2	(24)	9.6	5
Testing program		4	.9	(1)	3.4	(4)	1.4	(4)	1.7	9
Improvements in curriculum/good curriculum		5	18.8	(21)	17.8	(21)	11.0	(32)	14.2	4
Good teachers		6	20.5	(23)	26.3	(31)	25.1	(73)	24.4	1
Social function of school		7	14.3	(16)	7.6	(9)	6.9	(20)	8.6	6
			100.0	(112)	100.0	(118)	100.0	(291)	100.0	
4a. It is important for people to go to school?	SCHIMP									
No		0	1.2	(1)	0.0	( )	0.5	(1)	.1	2
Yes		1	98.8	(84)	100.0	(30)	99.5	(211)	99.9	1
			100.0	(85)	100.0	(30)	100.0	(212)	100.0	

	SPSSx LABELS	CATEGORY CODE	GROUPS Leaders		Administrators		Teachers		FSM	
			%	N	%	N	%	N	%	Rank
4b. Why is it important for people to go to school?	SCHWHY									
Make a living/success		1	36.2	(42)	36.9	(45)	38.6	(124)	37.7	1
Learn to respect tradition		2	3.4	(4)	3.3	(4)	5.9	(19)	4.8	4
Bring progress/change		3	24.1	(28)	25.4	(31)	27.1	(87)	26.1	3
Be productive/good citizens		4	36.2	(42)	34.4	(42)	28.3	(91)	31.3	2
			100.0	(116)	100.0	(122)	100.0	(321)		
5a. Why don't more children go to elementary school?	ELEM									
They go		1	46.9	(38)	55.4	(46)	39.2	(89)	42.2	1
Parental influence		2	42.0	(34)	31.3	(26)	44.5	(101)	41.2	2
Not enough space		3	8.6	(7)	2.4	(2)	1.8	(4)	3.3	4
Distance from school		4	2.5	(2)	10.8	(9)	14.5	(33)	11.3	3
			100.0	(81)	100.0	(83)	100.0	(227)	100.0	
5b. Is it important to finish elementary school?	ELEMIMP									
No		0	1.2	(1)	0.0	( )	0.5	(1)	.5	2
Yes		1	98.8	(81)	100.0	(77)	99.5	(208)	99.5	1
			100.0	(82)	100.0	(77)	100.0	(209)	100.0	
5c. Why is it important to finish elementary school?	ELEMWHY									
Learn basic survival/educational skills		1	52.1	(50)	48.2	(41)	40.6	(110)	44.3	1
Learn to make a living		2	25.0	(24)	20.0	(17)	15.9	(43)	18.5	3
Enables high school attendance		3	22.9	(22)	31.8	(27)	27.3	(74)	26.9	2
It is the law		4	2.0	(2)		( )	16.2	(44)	10.1	4
			100.0	(98)	100.0	(85)	100.0	(271)	100.0	
5d. Why don't more children finish elementary school?	WHYFINE									
Marriage/pregnancy/drugs		1	4.0	(4)	1.0	(1)	3.0	(8)	2.8	6
Lack of parental interest/support		2	48.5	(48)	40.6	(39)	48.3	(128)	46.7	1
Students lack interest/preparation		3	25.3	(25)	21.9	(21)	19.6	(52)	21.3	2
Teacher absenteeism		4	2.0	(2)	5.2	(5)	4.2	(11)	3.9	5
Inadequate transportation		5	3.0	(3)	7.3	(7)	7.5	(20)	6.5	4
They do finish		6	17.2	(17)	24.0	(23)	17.4	(46)	18.7	3
			100.0	(99)	100.0	(96)	100.0	(265)	100.0	
6a. Why don't more children go to high school?	HS									
Lack of facilities		1	26.6	(25)	31.9	(37)	28.2	(89)	28.7	2
Fail entrance exams		2	27.7	(26)	36.2	(42)	39.6	(125)	36.7	1
Peer pressures		3	4.3	(4)	2.6	(3)	3.8	(12)	3.6	7
Bad attitude		4	7.4	(7)	9.5	(11)	4.7	(15)	6.3	4
Parental/family needs		5	23.4	(22)	6.9	(8)	13.3	(42)	13.7	3
Bad school/teacher		6	4.3	(4)	3.4	(4)	0.9	(3)	2.1	8
Inappropriate curriculum		7	6.4	(6)	9.5	(11)	2.8	(9)	4.9	5
They do go/finish		8		( )		( )	6.6	(21)	4.0	6
			100.0	(94)	100.0	(116)	100.0	(316)	100.0	

	SPSSx LABELS	CATEGORY CODE	GROUPS							
			Leaders		Administrators		Teachers		FSM	
			%	N	%	N	%	N	%	Rank
6b. Is it important to finish high school?	HSIMP									
No		0	2.6	(2)	1.3	(1)	4.4	(9)	3.3	2
Yes		1	97.4	(75)	98.7	(77)	95.6	(197)	96.7	1
			100.0	(77)	100.0	(78)	100.0	(206)	100.0	
6c. Why is it important to finish high school?	HSWHY									
Get good job		1	36.9	(31)	38.5	(35)	46.4	(128)	43.0	1
Able to go to college		2	42.9	(36)	37.4	(34)	32.2	(89)	35.3	2
Better for country		3	20.2	(17)	24.2	(22)	21.4	(59)	21.7	3
			100.0	(84)	100.0	(91)	100.0	(276)	100.0	
6d. Why don't more finish high school?	WHYFINH									
Parents' needs/neglect		1	27.7	(21)	19.4	(20)	18.3	(59)	18.9	2
Lack interest/preparation/discipline		2	35.7	(40)	35.0	(36)	28.0	(90)	31.5	1
Get into trouble/frustration		3	16.1	(18)	25.2	(26)	10.9	(35)	15.0	3
No alternative to academics		4	5.4	(6)	3.9	(4)	7.5	(24)	6.5	6
Lack of space		5	11.5	(13)	7.8	(8)	17.1	(55)	14.4	4
Marriage/pregnancy/drugs		6	3.5	(4)	8.7	(9)	12.7	(41)	10.2	5
They do finish		7		( )		( )	5.6	(18)	3.4	7
			100.0	(112)	100.0	(103)	100.0	(322)	100.0	
7a. What are the best jobs here in FSM?	JOBS									
Health/education services		1	18.5	(24)	33.1	(43)	35.8	(119)	31.4	2
Government jobs		2	38.5	(50)	32.3	(42)	32.8	(109)	34.0	1
Mechanics/construction		3	6.2	(8)	6.2	(8)	4.2	(14)	5.1	5
Banking/business/private sector		4	26.2	(34)	26.2	(26)	13.9	(46)	17.9	3
Tourism (service jobs)		5	4.6	(6)	4.6	(3)	4.2	(14)	3.9	6
Agriculture/fishing		6	6.2	(8)	6.2	(8)	9.0	(30)	7.8	4
			100.0	(130)	100.0	(130)	100.0	(332)	100.0	
7b. How much schooling does it take to do these jobs?	SCHJOS1									
Some elementary school		1	1.3	(1)		( )		( )	0.4	8
Elementary school graduate		2	1.3	(2)	1.5	(1)	1.6	(3)	1.8	7
Some high school		3	6.7	(5)	1.5	(1)	2.1	(4)	3.0	6
High school graduate		4	16.0	(12)	9.1	(6)	18.4	(35)	16.0	3
Some college		5	26.7	(20)	37.9	(25)	33.2	(63)	32.5	2
College graduate		6	24.0	(18)	42.4	(28)	36.3	(69)	34.6	1
Education beyond college		7	6.0	(12)	4.5	(3)	4.7	(9)	7.2	4
Vocational/job training		8	8.0	(6)	3.0	(2)	3.7	(7)	4.5	5
			100.0	(87)	100.0	(66)	100.0	(190)	100.0	
7c. Do you have enough educated people to do these kinds of jobs?	PEJOBS1									
No		0	74.7	(59)	75.3	(55)	78.3	(155)	75.0	1
Yes		1	25.3	(29)	24.7	(18)	21.7	(43)	25.0	2
			100.0	(88)	100.0	(73)	100.0	(198)	100.0	

	SPSSx LABELS	CATEGORY CODE	GROUPS							
			Leaders		Administrators		Teachers		FSM	
			%	N	%	N	%	N	%	Rank
8a. What other kinds of jobs are there here?	OTHJOBS									
Health/education services		1	8.8	(13)	9.6	(13)	7.0	(27)	7.9	6
Government jobs		2	10.9	(16)	15.4	(21)	11.3	(44)	12.1	5
Mechanics/construction		3	20.4	(30)	23.5	(32)	15.2	(59)	18.0	3
Banking/business/private sector		4	25.9	(38)	21.3	(29)	20.9	(81)	22.0	2
Tourism (service jobs)		5	16.3	(24)	8.8	(12)	18.0	(70)	15.8	4
Agriculture/fishing		6	17.7	(26)	21.3	(29)	27.6	(107)	24.1	1
			100.0	(147)	100.0	(136)	100.0	(388)	100.0	
8b. How much schooling does it take to do these kinds of jobs?	SCHJOBS2									
Some elementary school		1	6.7	(4)	5.9	(3)	5.7	(9)	6.7	4
Elementary school graduate		2	3.3	(2)	2.0	(1)	8.3	(13)	6.7	4
Some high school		3	6.7	(4)	5.9	(3)	2.5	(4)	4.6	5
High school graduate		4	26.7	(16)	29.4	(15)	24.2	(38)	29.0	1
Some college		5	18.3	(11)	5.9	(3)	15.3	(24)	16.0	2
College graduate		6	8.3	(5)	21.6	(11)	12.7	(20)	15.1	3
Beyond college		7	10.0	(6)	3.9	(2)	5.1	(8)	6.7	4
Vocational/job training		8	20.0	(12)	25.5	(13)	26.1	(11)	15.1	3
			100.0	(60)	100.0	(51)	100.0	(157)	100.0	
8c. Do you have enough educated people to do these kinds of jobs?	PEJOBS2									
No		0	62.0	(44)	60.0	(42)	74.5	(140)	68.7	1
Yes		1	38.0	(27)	40.0	(28)	25.5	(48)	31.3	2
			100.0	(71)	100.0	(70)	100.0	(188)	100.0	
9a. If students could get better jobs outside of FSM, would they be encouraged to take them?	OUTJOBS									
No		0	36.5	(27)	27.3	(21)	24.8	(50)	27.8	2
Yes		1	63.5	(47)	72.7	(55)	75.2	(152)	72.2	1
			100.0	(74)	100.0	(76)	100.0	(202)	100.0	
9b. Why should they be encouraged to take jobs outside of FSM?	OUTWHY									
If they return		1	6.4	(7)	11.5	(13)	5.2	(14)	7.0	4
Needed here		2	20.2	(22)	15.9	(18)	13.5	(36)	15.5	3
Can better provide for family		3	14.7	(16	17.7	(20)	25.5	(68)	21.3	2
More/better job/income opportunities		4	35.8	(39)	38.1	(43)	40.8	(109)	39.0	1
Greater job difficulties if return		5	3.7	(4)	1.8	(2)	0.4	(1)	1.4	8
Reduce population pressure		6	3.7	(4)	4.4	(5)	7.1	(19)	5.7	6
Skills enhancements		7	11.0	(12)	8.8	(10)	5.2	(14)	7.4	5
Cannot compete		8	4.6	(5)	1.8	(2)	2.2	(6)	2.7	7
			100.0	(109)	100.0	(113)	100.0	(217)	100.0	

	SPSSx LABELS	CATEGORY CODE	GROUPS Leaders %	N	Administrators %	N	Teachers %	N	FSM %	Rank
9c. If people leave here to get better jobs, are there any problems for them and the nation?	NATPROBS									
No		0	11.8	(9)	25.0	(19)	20.2	(39)	19.4	2
Yes		1	88.2	(67)	75.0	(57)	79.8	(154)	80.6	1
			100.0	(76)	100.0	(76)	100.0	(193)	100.0	
9d. What problems are caused for the people and the nation when they take jobs outside of FSM?	PROBWHY									
Create brain drain		1	40.4	(38)	36.8	(32)	53.6	(81)	35.9	1
Create culture conflicts		2	14.9	(14)	16.1	(14)	43.0	(65)	22.1	3
Bad reflection on state		3	6.4	(6)	5.7	(5)	4.6	(7)	4.3	5
Difficulty adapting elsewhere		4	21.3	(20)	28.7	(25)	37.1	(56)	24.0	2
Causes problems in return		5	17.0	(16)	12.6	(11)	20.5	(31)	13.8	4
			100.0	(94)	100.0	(87)	100.0	(240)		
10a. What language or languages should teachers speak in the classroom?	LANG									
Local language primarily		1	12.9	(12)	2.3	(2)	5.0	(11)	6.3	4
English primarily		2	10.8	(10)	9.2	(8)	8.2	(18)	9.0	2
English only		3	7.5	(7)	9.2	(8)	8.2	(18)	8.3	3
Both English and local languages		4	68.8	(64)	79.3	(69)	78.6	(173)	76.5	1
			100.0	(93)	100.0	(87)	100.0	(220)	100.0	
10b. What should be the main language spoken in classrooms?	MAINLANG									
English		1	50.5	(29)	46.0	(29)	57.8	(108)	54.8	1
Local language		2	24.1	(14)	20.6	(13)	21.9	(41)	22.4	3
English and local language		3	25.9	(15)	33.3	(21)	20.3	(33)	22.8	2
			100.0	(58)	100.0	(63)	100.0	(182)	100.0	
10c. What grade should start to speak English?	ENGSPEAK									
		1	63.6	(49)	66.7	(52)	69.1	(143)	67.4	1
		2	3.9	(3)	1.3	(1)	2.9	(6)	2.7	5
		3	14.3	(11)	16.7	(13)	11.1	(23)	13.0	2
		4	7.8	(6)	2.5	(2)	5.3	(11)	5.2	3
GRADE		5	1.3	(1)	2.5	(2)	5.3	(11)	3.9	4
		6	5.2	(4)	1.3	(1)	3.4	(7)	3.3	6
		7	2.6	(2)	2.6	(2)	1.4	(3)	1.9	6
		8		( )		( )	0.5	(1)	.3	7
		9	1.3	(1)		( )	1.0	(2)	.5	7
		10		( )	1.3	(1)		( )	.3	6
			100.0	(77)	100.0	(78)	100.0	(207)	100.0	

	SPSSx LABELS	CATEGORY CODE	GROUPS							
			Leaders		Administrators		Teachers		FSM	
			%	N	%	N	%	N	%	Rank
10d. What grade should start to teach English?	ENGTEACH									
		1	46.2	(36)	39.5	(30)	42.6	(89)	41.4	1
		2	3.8	(3)	2.6	(2)	4.3	(9)	3.5	6
		3	25.6	(20)	18.4	(14)	26.8	(56)	24.1	2
		4	14.1	(11)	15.8	(12)	14.8	(31)	14.4	3
GRADE		5	1.3	(1)	11.8	(9)	6.2	(13)	6.1	5
		6	2.6	(3)	7.9	(16)	2.9	(6)	6.7	4
		7	3.8	(3)	2.6	(2)	0.5	(1)	1.6	7
		8	1.3	(1)	1.3	(1)	0.5	(1)	.8	8
		9		( )	1.3	(1)	1.0	(2)	.8	8
		10		( )		( )	0.5	(1)	.3	9
			100.0	(78)	100.0	(87)	100.0	(209)	100.0	
11a. Should the national government or the states determine education policies?	NATPOL									
FSM		1	17.9	(14)	13.0	(10)	20.0	(39)	18.1	3
States		2	59.0	(46)	62.3	(48)	55.9	(107)	57.8	1
FSM and states jointly		3	23.1	(18)	24.7	(19)	24.1	(47)	24.1	2
			100.0	(78)	100.0	(77)	100.0	(193)	100.0	
11b. Why do you feel this way about who should determine education policies?	WHYPOL									
State knows needs/problems best		1	54.2	(45)	66.3	(55)	56.0	(107)	58.0	1
FSM knows needs/problems best		2	18.1	(15)	14.5	(12)	19.4	(37)	17.9	3
Depends on issue		3	27.7	(23)	19.3	(16)	24.6	(47)	24.0	2
			100.0	(83)	100.0	(83)	100.0	(191)	100.0	
12a. Who does a better job in FSM, the public or private schools?	PUBPRI									
Public		1	16.5	(13)	26.4	(19)	21.8	(41)	22.2	2
Private		2	83.5	(56)	73.6	(53)	78.2	(147)	77.8	1
			100.0	(69)	100.0	(72)	100.0	(188)	100.0	
12b. Why do you think this way?	BETWHY									
Quality of education/curriculum		1	30.5	(32)	31.0	(31)	34.7	(94)	33.0	1
Accountability required		2	10.5	(11)	9.0	(9)	12.5	(34)	11.3	4
Better teachers		3	19.0	(20)	17.0	(17)	22.1	(60)	20.4	2
Irresponsible public school teachers		4	2.9	(3)	3.0	(3)	0.7	(2)	1.7	8
Better discipline		5	14.3	(15)	10.0	(10)	9.2	(25)	10.5	5
Selectivity of student body		6	12.4	(13)	14.0	(14)	10.3	(28)	11.6	3
Parents more supportive		7	6.7	(7)	9.0	(9)	6.3	(17)	6.9	6
Teach in English		8	3.8	(4)	7.0	(7)	4.1	(11)	4.6	7
			100.0	(105)	100.0	(100)	100.0	(271)	100.0	

	SPSSx LABELS	CATEGORY CODE	GROUPS					
			Leaders		Administrators		Teachers	
			%	N	%	N	%	N
13. Where were you born?	BORN							
Same island		1	64.2	(52)	74.4	(61)	82.6	(176)
Other FSM island		2	17.3	(14)	11.0	(9)	8.0	(17)
Outside FSM		3	18.5	(15)	14.6	(12)	9.4	(20)
			100.0	(81)	100.0	(82)	100.0	(213)
14. Did you ever live elsewhere?	LIVEELSE							
No		0	5.0	(4)	19.8	(16)	28.6	(60)
Yes		1	95.0	(76)	80.2	(65)	71.4	(150)
			100.0	(80)	100.0	(81)	100.0	(210)
15. If yes, where did you live?	WHERE							
Other FSM island		1	26.3	(35)	25.7	(28)	29.0	(64)
Other Pacific island, exclusive of Hawaii		2	28.6	(38)	26.6	(29)	29.1	(64)
Hawaii		3	17.3	(23)	22.0	(24)	15.0	(33)
U.S. mainland		4	21.1	(28)	19.3	(21)	23.6	(52)
Other		5	6.8	(9)	6.4	(7)	3.2	(7)
			100.0	(133)	100.0	(109)	100.0	(220)
16. What was your age on your last birthday?	AGE							
Mean			40.5		43.3		45.5	
Median			40.0		41.0		33.0	
17. What languages do you speak?	LANGS							
One FSM language plus English		1	39.6	(42)	46.6	(48)	59.4	(149)
More than one FSM language plus English		2	34.0	(36)	30.1	(31)	21.9	(55)
Another language		3	25.5	(27)	22.3	(23)	16.7	(42)
		4	0.9	(1)	1.0	(1)	2.0	(5)
			100.0	(106)	100.0	(103)	100.0	(251)
18. Are you married?	MARRY							
No		0	6.3	(5)	10.4	(8)	14.9	(32)
Yes		1	93.7	(74)	89.6	(69)	85.1	(183)
			100.0	(79)	100.0	(77)	100.0	(215)
19. Do you have children?	CHILD							
No		0	3.7	(3)	7.5	(6)	12.7	(27)
Yes		1	96.3	(78)	92.5	(74)	87.3	(125)
			100.0	(81)	100.0	(80)	100.0	(147)

	SPSSx LABELS	CATEGORY CODE	GROUPS					
			Leaders		Administrators		Teachers	
			%	N	%	N	%	N
20. How many children do you have?	NUMCHILD							
Mean			5.4		4.4		1.0	
Median			4.5		5.0		1.0	
21. What is the age of your youngest child?	AGECHI1							
Mean			5.6		4.0		5.7	
Median			4.0		2.0		6.0	
22. What is age of your oldest child?	AGECHI2							
Mean			17.4		17.4		15.3	
Median			15.0		16.0		12.0	
23. How long have you held your current position?	POSITION							
Less than one year		1	3.7	(3)	8.6	(7)	7.0	(15)
1-5 years		2	52.4	(43)	46.9	(38)	25.2	(54)
6-9 years		3	25.6	(21)	12.3	(10)	18.7	(40)
10 years or more		4	18.3	(15)	32.1	(26)	49.1	(105)
			100.0	(82)	100.0	(81)	100.0	(214)
24. How many years of your life have you had a salaried job outside of your house?	YEARS							
Mean			18.3		21.0		12.1	
Median			15.0		21.0		10.0	
25. Do you think you earn--	EARN							
More than most		1	73.3	(55)	44.0	(33)	16.3	(34)
About the same		2	21.3	(16)	36.0	(27)	48.1	(100)
Less than most		3	5.3	(4)	20.0	(15)	35.3	(74)
			100.0	(75)	100.0	(75)	100.0	(208)
26. How many years of schooling have you had?								
Mean			15.8		15.0		14.6	
Median			16.0		15.1		15.0	
27. Do you hold any diplomas or degrees?	DIPS1							
Elementary		1		( )	38.2	(50)	55.6	(120)
High school		2	27.8	(22)	9.9	(13)	16.7	(36)
Associate degree		3	11.4	(9)	26.7	(35)	54.6	(118)
College degree		4	46.8	(37)	19.1	(25)	24.1	(52)
Graduate degree		5	13.9	(11)	6.1	(8)	2.3	(5)
			100.00	(79)	100.0	(131)	100.0	(331)

	SPSSx LABELS	CATEGORY CODE	GROUPS					
			Leaders		Administrators		Teachers	
			%	N	%	N	%	N
28. Have you had other schooling?	DIPS2							
No		0	23.2	(17)	35.1	(27)	41.1	(81)
Yes		1	76.7	(56)	64.9	(50)	58.9	(116)
			100.0	(73)	100.0	(77)	100.0	(197)
29. Are you continuing your education now?	CONT							
No		0	78.5	(62)	45.3	(34)	57.1	(117)
Yes		1	21.5	(17)	54.7	(41)	42.9	(88)
			100.0	(79)	100.0	(75)	100.0	(205)
30. Did you ever attend a private elementary or high school?	PRIVSCH							
No		0	65.0	(52)	65.4	(51)	64.0	(135)
Yes		1	35.0	(28)	34.6	(27)	36.0	(76)
			100.0	(80)	100.0	(78)	100.0	(201)
31. If yes, what grades did you attend a private school?	GRADES							
1-3		1	8.0	(2)	25.0	(7)	26.9	(18)
4-6		2	24.0	(6)	14.3	(4)	34.3	(23)
7-9		3	12.0	(3)	10.7	(3)	26.9	(18)
10-12		4	56.0	(14)	50.0	(14)	11.9	(8)
			100.0	(25)	100.0	(28)	100.0	(67)
32. Where did you go to school?	PLACE							
One island in FSM		1	3.8	(3)	17.7	(14)	22.5	(46)
More than one island in FSM		2	7.7	(6)	11.4	(9)	18.6	(38)
Outside FSM only		3	10.3	(3)	8.9	(7)	7.4	(15)
Both in and outside FSM		4	78.2	(61)	62.0	(49)	7.4	(15)
			100.0	(73)	100.0	(79)	100.0	(204)

CHAPTER 5

EMPLOYMENT AND EDUCATION IN THE FSM

One clear result of the survey has been to demonstrate a linkage in the minds of the leaders, administrators, and teachers of the Federated States of Micronesia between school and work. While not perhaps the principal purpose in education, there is a general consensus that having a certain level of skills upon leaving school and knowing how to make a living are still very important. In addition to this view, the survey was able to explore this relationship much more extensively. This is necessary to examine the extent to which students can or should be prepared for the world of work and to determine what a realistic picture of that world will be. Yet there is disagreement about the extent to which jobs are available, whether education leads to success or frustration, and whether the brain drain is not only inevitable but perhaps desirable as well. The government has acknowledged the problem, yet educators seem dangerously unaware of it. This could be the area of education's greatest test or its most glaring weakness.

Schools and Jobs: Data from the Survey

All respondents were asked to consider a series of questions that probed what types of jobs were available, what the educational requirements for these jobs were, and whether in respondents' experience there were enough qualified individuals in the area available to do these jobs. The same set of questions was directed to both the "best" jobs and "other" jobs in order to gain some insight into the range of education available to meet the FSM's perceived manpower needs. Table 20 presents the data for the "best" jobs. All questions were open-ended, and the questions concerning the quality of jobs permitted multiple responses.

The "best" jobs in the FSM, according to the survey, were government positions, followed very closely by jobs in health and education. The level of schooling it took to do these jobs was a college education, usually a baccalaureate degree. Further, there appeared to be room at the top, there being too few people to do these jobs in the opinion of the respondents.

By contrast, "other," less prestigious jobs were of a different nature. Table 21 examines these data.

On an aggregate level, the picture emerged slightly differently. "Other," less prestigious jobs, principally in the private sector, trades, and services, required a high school education but considerable vocational training as well, in contrast to the "best" jobs, which required substantially more education and virtually no vocational training. As well, the group as a whole felt that there were not enough educated people to do these jobs either, although the discrepancy between job availability and the labor market was smaller. The apparent solution would be, according to the data, to emphasize secondary education and vocational training, enhancing the national capacity to provide the training for these opportunities. Where, indeed, is the "education explosion" to which Hezel (1982) and others refer?

TABLE 20

THE BEST JOBS AVAILABLE

Question 7a: Where are the best jobs here in [your state]? (n = 353)

	Percentage of Responses	Number of Responses*	Percentage of Respondents
1. Health/education services	31.4	186	52.8
2. Government jobs	34.0	201	57.1
3. Mechanics/ construction	5.1	30	8.5
4. Business/private sector	17.9	106	30.1
5. Tourism/services	3.9	23	6.5
6. Agriculture/fishing	7.8	46	13.1
	100.0	592	168.1

Question 7b: How much schooling does it take to do these jobs? (n = 332)

	Percentage of Responses	Number of Responses
1. Some elementary school	0.6	2
2. Elementary school graduate	1.5	5
3. Some high school	3.0	10
4. High school graduate	16.0	53
5. Some college	32.5	108
6. College graduate	34.6	115
7. Education beyond college	7.2	24
8. Vocational training	4.5	15
	100.0	332

Question 7c: Do you have enough educated people to do these jobs? (n = 350)

	Percentage of Responses	Number of Responses
1. Yes	23.1	81
0. No	76.9	269
	100.0	350

TABLE 21

OTHER JOBS AVAILABLE

Question 8a: What other kinds of jobs do you have here? (n = 333)

	Percentage of Responses	Number of Responses*	Percentage of Respondents
1. Health/education services	7.9	53	15.9
2. Government jobs	12.1	81	24.3
3. Mechanics/construction	18.0	121	36.3
4. Business/private sector	22.1	148	44.4
5. Tourism/services	15.8	106	31.8
6. Agriculture/fishing	24.1	162	48.6
	100.0	671	201.3

Question 8b: How much schooling does it take to do these kinds of jobs? (n = 267)

	Percentage of Responses	Number of Responses
1. Some elementary school	6.0	16
2. Elementary school graduate	5.6	15
3. Some high school	4.1	11
4. High school graduate	25.8	69
5. Some college	14.2	38
6. College graduate	13.5	36
7. Educucation beyond college	6.0	16
8. Vocational training	24.7	66
	100.0	267

Question 8c: Do you have enough educated people to do these kinds of jobs? (n = 332)

	Percentage of Responses	Number of Responses
1. Yes	37.0	123
0. No	63.0	209
	100.0	332

A superficial and perhaps self-interested use of the data might lead to that conclusion. There was a tremendous variation in response between leaders at one extreme and educators at the other. Leaders, by a large margin (44 to 27), stated that there were enough educated people to handle the number of these jobs. On the other hand, educators, by even a larger margin (76 to 182), believed that the numbers of such workers were insufficient. By virtue of the larger number of the latter, they dominated the survey results.

Unemployment and Economic Development

But which of these two views is a correct assessment of the national labor market, an extremely important question given the fact that each would lead to a markedly different strategy? If leaders were closer to the actual case, economic development or other programs to absorb the numbers would have to precede any effort to train more people. However, if educators were right, enhanced economic development would be a consequence of improved job training.

Data collected by others substantially affirm the leaders' perspective. In what the government of the FSM acknowledged were questionable data, the national rate of unemployment was reported as being relatively stable at 18-19 percent between 1973 and 1980. These are, of course, near depression-level figures by U.S. standards. But past cannot be considered prologue for several reasons. First, the level of unemployment reported during this period is misleading in that it restricts its view to those participating in the cash economy and, true to the standards of the Bureau of Labor Statistics, involves those "actively looking for work." According to an official publication of the FSM Government (1985),

> . . . in the FSM, where a general shortage of wage-paying opportunities is commonly known throughout the population, those wanting such work may not continuously and actively seek it and would be regarded as "outside the labor force" if not engaged in "subsistence economy" activities. (p. 90)

Indeed, the report goes on to say:

> Our nation faces serious imbalances in its labor market. On the other hand, most youth enter the labor market without the skills needed to find employment or become successfully self-employed. (p. 99)

Clearly, the problem is a complex one. Everyone agrees that most Micronesian students do not have the requisite skills to qualify for any sort of employment, whether the "best" or "other" types of jobs. But even if they did, where would they work? Further, the unemployment figures of the past, even at 18-19 percent, very much understate the problem. If, then, we look at a very high rate of population growth, the biggest surge occurring in the school age population, we can only imagine the magnitude of the problem to come in the next decade.

Some hope exists for economic development in the future. Certainly, there are economic development proposals under consideration. Equally, the President of the FSM referred to economic development as having the highest priority in his administration. Part of the difficulty is that the economic development proposals that were reviewed by the study team can be termed modest at best. Largely, they were composed of the expansion of local cottage industries and support for small entrepreneurial efforts, along with attempts at better exploitation of the limited resource base available in the nation. These efforts are well intended and could realistically be implemented in a short time frame. But they have nowhere near enough potential to successfully absorb the labor surplus that exists, much less a surplus of the magnitude expected in a relatively few years. The absorption of such a surplus would require a boom of proportions unprecedented in Micronesian history and extremely rare in the history of the world. Fulfillment of this hope for economic development is extremely unlikely.

But is the solution, as some have proposed, simply not to educate Micronesian youth? This point of view, as the theory goes, suggests that education provides false hope, which leads inevitably to frustration; frustration in its turn leads to behavior such as alcoholism, suicide, crime, and on: So, save everyone a lot of problems and educate only the elite. Besides the obvious problem of accurately determining the elite in this context, this point of view struck the study team as a most serious infringement on the human rights of the Micronesian people, a violation of the FSM Constitution as presently constructed, and tantamount to throwing potentially effective and fulfilled individuals on the trash heap of society. There must be an alternative and the study team sought to determine one.

Outmigration

One proposal which has been utilized effectively elsewhere, such as in the Samoan cultures, is the planned and structured positive outmigration of certain individuals. It is the experience of the nation that outmigration does and will occur, for both educational and work needs. Outmigration is also, in light of history, the obvious enthusiasm of Micronesian youth for it, and the clear consequences of a deteriorating labor market situation fueled in part by declining dollars of American support, inevitable. The question the study team asked, however, was, Is it desirable? All respondents were asked a series of questions to determine potential support for an official policy of outmigration in the FSM. Table 22 presents the results of these questions.

The data appropriately reflected the extent to which outmigration would be a mixed blessing. On the one hand, there were clearly undesirable factors related to it. There are cultural constraints, yet outmigration may well serve to alleviate even more severe problems. Outmigration, especially for youth, cannot be avoided. But it can potentially serve the nation as it benefits others. Further, it could conceivably be viewed as a cost-effective method of solving short-term economic problems while building a skilled work force which can be attracted to return to the FSM once economic development initiatives bear fruit. This issue will have to be weighed very carefully as part of the structure of recommendations. In any case, labor market pressures will have to be effectively addressed or they alone may be sufficient to rupture the fragile national fabric beyond repair.

TABLE 22

PERCEPTIONS OF OUTMIGRATION

Question 9a: If students could get better jobs outside of [your state], should they be encouraged to seek them? (N=352)

	Percentage of Responses	Number of Responses
1. Yes	72.2	254
0. No	27.8	98
	100.0	352

Question 9c: If people leave here to get better jobs, are there any problems for them or the nation? (N=345)

	Percentage of Responses	Number of Responses
1. Yes	80.6	278
0. No	19.4	67
	100.0	345

Question 9d: If so, what are the problems? (N=337)

	Percentage of Responses	Number of Responses*
1. Creates brain drain	35.9	151
2. Creates cultural conflicts	22.1	93
3. Reflects badly on state/FSM	4.3	18
4. Young people have difficulty adapting	24.0	101
5. It causes problems when they return	13.8	58
	100.1	421

CHAPTER 6

GOVERNANCE, STRUCTURE, POLICY, AND LEADERSHIP

Governance and Structure

The results of the survey strongly suggest that most leaders and educators believe that the locus of educational policy should reside at the state level. This is understandable, because the history of the FSM suggests that its people identify most strongly with their respective localities. Yet, the national government has a role as well. The task of this report is to assist Micronesian schools in providing high-quality academic, social, cultural, and vocational education. Because governance and structure impact local service delivery to such a great extent, the study team found that it must reappraise the roles and functions of educational administration at the national, state, and local levels.

The analysis of governance should examine more than such factors as enrollments, funding levels, and faculty qualifications, and access issues or outcomes such as placement ratio, earnings, and transferable job competencies. It is essential that both processes and contextual factors affecting the organization, structure, and delivery of education be reviewed and that stated policies in these areas be reevaluated. A lack of flexibility in a nation's or state's education administration leads to a degree of isolation from other components of the educational, economic, and employment systems. A key factor in the impervious quality of governance is the notable similarity in background, work experience, and patterns of socialization of current educational administrators, themselves products of their own educational system. When one is educated, trained, and experienced as a teacher or administrator--when one is a product of a system whose role is to promote its own continued expansion--it becomes more difficult to evaluate the direction and effectiveness of that system objectively.

With this in mind, let us review the constitutional provisions for education. The national and state governments operate within a system of concurrent powers. The national government is principally assigned support and coordination services, such as reviewing, updating, and developing educational policies and regulations; planning educational development; coordinating and monitoring educational programs; developing and establishing minimum curriculum and testing standards; and other such assistance to the states. The states are responsible for the actual provision of education, including instruction, planning curriculum development, testing and evaluation, teacher training, and parental and community involvement (Federated States of Micronesia 1985).

The study team found no fault with the concept of the right of states to establish their own priorities within the laws, standards, and policies of the national government. Indeed, we recognize that the democratic will of the people is expressed far more forcefully when government is accessible to the people. Obviously, government at the state and local level is generally far more responsive to the people than is a distant national government.

There are, however, certain differences involved with policy and governance with respect to education. In the FSM and around the world, educating and socializing young people are largely similar national priorities regardless of the state, community, or municipality in which a child resides. All children need to learn basic math and common language skills; they need to gain some understanding of science; they need to achieve a grasp of nationhood and their responsibilities as citizens toward it. While the study team grants that there is some variance from place to place and that these differences need to be acknowledged in a curriculum, we also believe that, in general, the consistencies outweigh the differences. This is especially the case in the FSM, where needs are basic to the point that they are shared by all states. Educational reform is, therefore, a national priority, and a national entity must have a key role. This is underscored by the fact that given the condition of education in the FSM today, existing leadership structures must bear some of the responsibility for needed and extensive educational reform.

What is required here is not only to enhance the capacity of the national government to serve the educational needs of the nation but also to maintain the principal of state autonomy in the education of its youth. The study team, therefore, notes the necessity of a renewed relationship and partnership between the national government and the states, so that reform can be facilitated rather than burdened by questions of structure and process.

Policy Issues

Currently, a critical issue in the FSM is that of the bilingual skills of its teachers and students. Leaders, administrators, and teachers were all asked what language or languages teachers should use in the classroom; the results are shown in table 23.

The data showed the challenge in policy related to bilingual education. Quite clearly, Micronesians considered it important that both their native language and English be used in the schools. However, the majority felt that English should be the main language. Further, an overwhelming number of respondents stated that English was so important that use of it should start very early in a child's curriculum.

Besides offering the government of the FSM some guidance in terms of approaches to bilingual education, these results also provide some insight into the need for state and national policy coordination. English instruction can and should be uniform across the nation. In the expressed opinion of leaders, teachers, and administrators, it should begin early and receive substantial emphasis throughout school. However, local language and culture were also priorities. Those, however, cannot be standardized in a set curriculum because the local languages, hence cultures, vary across and within states. What can be suggested is that state and national authorities can work together in language arts. The

TABLE 23

LANGUAGE IN THE CLASSROOM

Question 10a: What language or languages should our teachers speak in the classroom? (n = 400)

	Percentage of Responses	Number of Responses
1. Local language primarily	6.3	25
2. English primarily	9.0	36
3. English only	8.3	33
4. Both English and local	76.5	306
	100.0	400

Question 10b: [If more than one] Which language should be the main one? (n = 303)

	Percentage of Responses	Number of Responses
1. English	54.8	166
2. Local language	22.4	68
3. English and local language	22.8	69
	100.0	303

Question 10d: In what grade should we start to teach English? (n = 317)

	Percentage of Responses	Number of Responses
1. Grades 1-3	81.7	259
2. Grades 4-6	14.5	46
3. Grades 7-9	3.5	11
4. Grade 10 or higher	0.3	1
	100.0	317

state is perfectly positioned to ensure use and instruction in local language and culture. The national department of education is well positioned to establish and enforce standards for English instruction and provide technical assistance to states to implement these standards, ensuring that the people of the FSM are being well trained in what most people consider a crucially important area. This perspective can then be applied to social studies instruction as well. Only the state has the appropriate knowledge and expertise in local history, geography, and social life. The nation as a whole must begin to develop a sense of what it means to be Micronesian, what the nation's hopes and aspirations are, and how each citizen can help achieve them.

Given the above discussion, it makes little sense to speak in terms of whether the policy-making function should be vested in the state or the national government. It must be assigned to the state and the national government. In order to do so, the balance of power must be tipped somewhat more in the direction of the national government. Under present conditions, this means providing some extra capacity, visibility, and authority behind the actions of the FSM department of education. Accordingly, the recommendations that close the national section of the report will strive to provide the appropriate balance of state and national authority in order to create this capability.

Implications and Vision

These areas of concern are among those which need to be considered in regard to changed or improved governance, effective policy, and adjustments needed in leadership structure and implementation. It is the study team's conviction that the raw materials needed to reform the FSM educational system are waiting to be mobilized through effective leadership.

The FSM has demonstrated its understanding of these challenges and this report will hopefully provide specific insights on how to bring about needed improvement. After many years of colonial rule and the corresponding introduction of the influences of many cultures, the nation has moved decisively toward independence and assertion of a Micronesian identity in the world. Appropriately, the FSM, with the aid of this study, now concerns itself with education and identifying those elements through which it can develop a unique but world-class system of training its young people. It must recognize the local autonomy of the Micronesian states as well as emphasize the unity of the nation. The system of education must be appropriate to overarching national priorities, such as those articulated in the State of the Nation Message of May 15, 1989, by President of the Federated States of Micronesia John R. Haglelgam, in which he identified economic development as a principal objective of his administration.

CHAPTER 7

SCHOOL FINANCE

Introduction

The Federated States of Micronesia is facing a crisis in the funding of the nation's educational system. The phase-out of U.S. federal education grants, an expanding population, deteriorating education facilities, and slow growth in the private sector all place severe financial strains on the nation's limited resources.

The funding provided in the Compact of Free Association was intended to replace U.S. federal grant funding and provide sufficient resources for the FSM to develop economically, with the ultimate goal being national self-sufficiency. Compact funding is composed of block grants for operation, economic development, educational services, and health services and other, special funds for scholarships, energy, surveillance, and so on. During the Compact approval process, the U.S. Congress added a three-year phase-out program for U.S. Department of Education grants. The congressional intent was to allow the FSM a transition period during which it could generate other revenues to replace grant funds.

To date, the local economy has not developed at the rate necessary to provide the needed revenues to replace federal grants. In addition to the complete phase-out of education funds, the FSM is entering the fourth year of the Compact and will face the first step-down in Compact funding, scheduled for fiscal year (FY) 1992.

While funding decreases, the population of the FSM is increasing at record pace. The annual growth rate is in excess of 3.5 percent, which makes it one of the highest in the world. Official FSM estimates are that there will be an increase of approximately 10,000 students in the elementary and secondary school system between 1989 and 1995 and perhaps more at the level of growth projected in this report. The influx of these additional students will require the government to appropriate additional revenues for education, in particular for new educational facilities.

Presently, many education buildings are in a state of disrepair and lack proper facilities for vocational training, self-study, and recreation. Investment in the education infrastructure has been minimal during the past several years, and maintenance has been always inadequate for a number of reasons, including funding constraints.

However, education remains one of the top priorities of the government, as evidenced by the commitment of the political leadership to provide funding. Over 96 percent of the leaders interviewed stated that it is important for FSM citizens to attend school, and over 50 percent stated that the educational system would be considered a top priority for a share of all new revenues. The phase-out of federal grants and the scheduled step-down in Compact funding will require the FSM leadership at all levels of government to address the funding situation immediately.

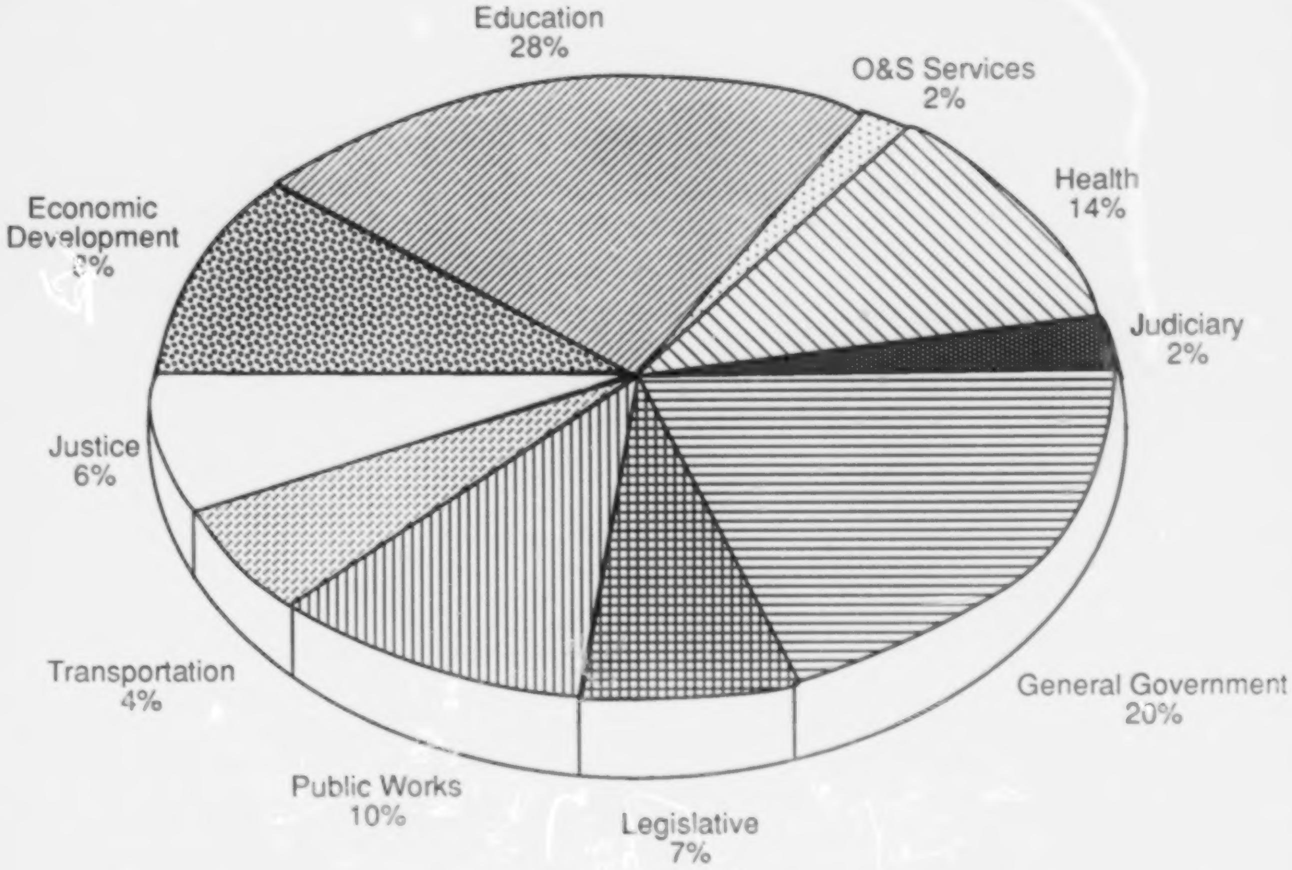
Funding

The Compact of Free Association contains a 15-year funding commitment to the FSM government. This commitment provides over $90 million per year for the first five years, not including $20 million for the investment development fund and some special federal grant program funding. For the five years beginning in 1992, annual funding will be reduced by approximately $9 million per year.

The total planned expenditures for FY 1989 were $128,600,000, of which $89,839,861 was for operations and the balance for economic development. The education budget was approximately $23,000,000, which represents 19 percent of the total budget and 26 percent of the operations budget. A breakdown of the operations budget for FY 1989 is presented in figure 1.

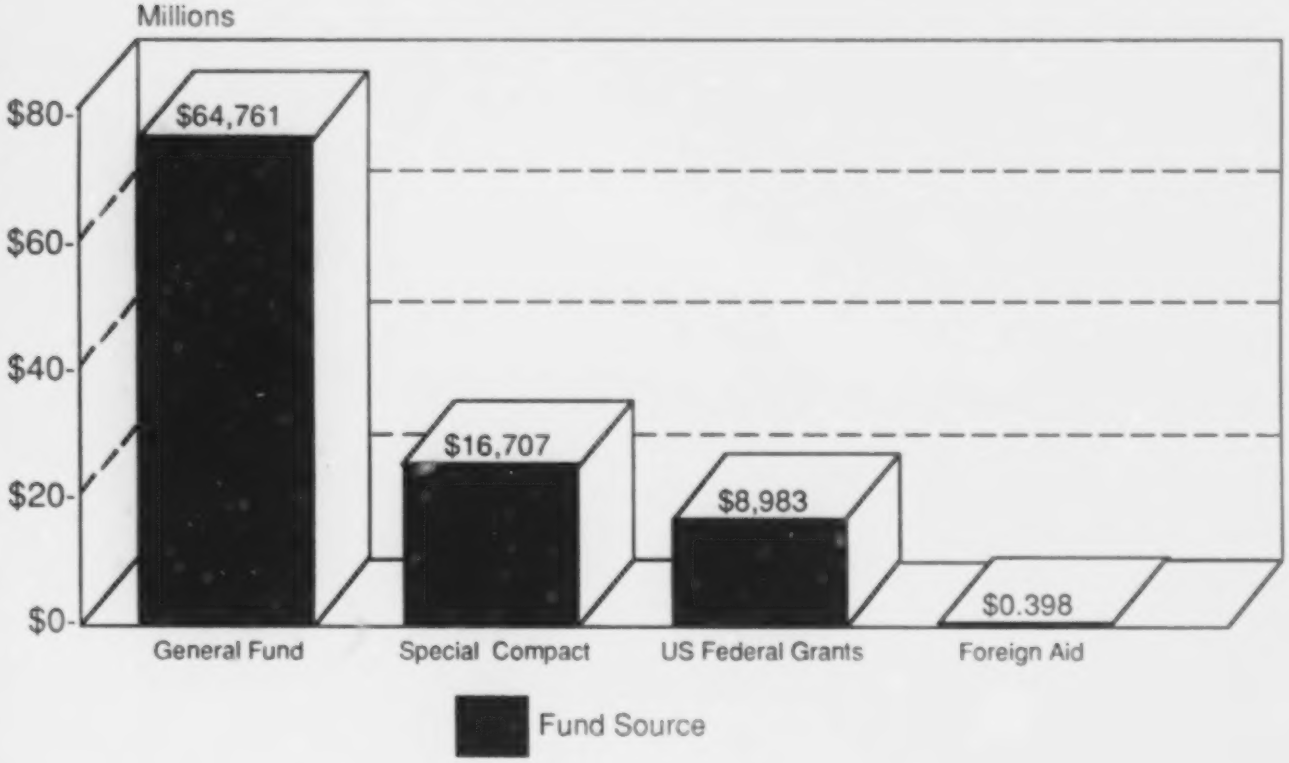
The educational system employs a staff of 2,872 (1,746 of whom are teachers) and operates 166 elementary and secondary schools for 29,852 students. Salaries comprise 71 percent of the total budget. Over 39 percent of total staff positions are nonteaching positions. While the number of nonteaching positions appears high, the number of teachers seems realistic, as it computes to an average of 17 students per teacher, which is comparable to the U.S. average of 16 students per teachers. Table 24 breaks down the cost of salaries compared to the total education budget.

The revenues for the budget are derived primarily from Compact funding. As an example, sources of funds for operations are depicted in figure 2.



Total Operations Funding $89,839,851

Figure 1. FY 1989 operations budget breakdown—Comprehensive National Budget Report, FY 1989, FSM Budget Office, page 17.



Total Operations funding $89,839,851

Figure 2. FY 1989 operations funding by source—Comprehensive National Budget Report, FY 1989, FSM Budget Office, page 9.

TABLE 24

FY 1989 EDUCATION BUDGETS AND SALARIES (ALL SOURCES)

Governments	Total Budget	Salaries	Percentage of Total Budget
Kosrae	$2,190,000	$1,472,000	67%
Pohnpei	6,470,000	4,890,000	76%
Chuuk	10,160,000	7,680,000	76%
Yap	3,000,000	1,980,000	66%
National (FSM)	1,180,000	318,000	27%
Total	$23,000,000	$16,380,000	71%

Federal grants provide only 10 percent of the total operations budget; however, federal grants represent 27 percent of the funding for education programs. The actual trend of revenue sources over the past several years and those projected for the future are presented in figure 3. As can be seen, those trends reflect a major decrease in U.S. federal grant funding. U.S. grant funds will decrease from an actual $25 million in FY 1987 to an estimated $2.5 million in FY 1990. The three-year phase-out provided approximately $9 million in the first year, $6 million in the second year, and about $3 million in the third year. Because of carry-over monies and different reporting periods for U.S. grants, actual funding in any given fiscal year will differ from the budgeted amounts. It will be necessary to perform further analysis of funding to identify the exact amount of funding lost due to the phase-out of federal grants. Total revenues for the first five years (1980-85) reflect a significant drop from $155

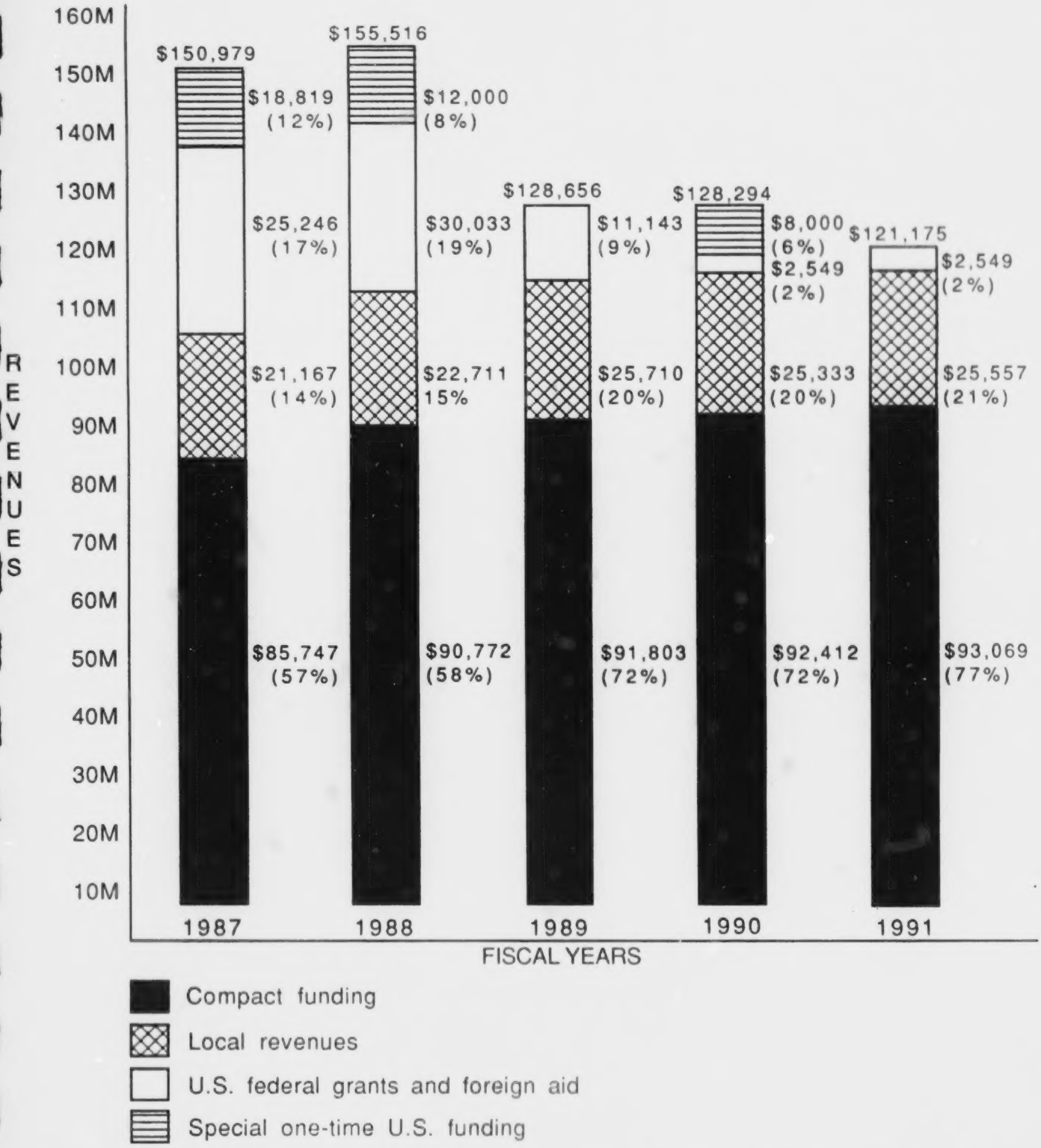


Figure 3. Revenue sources by year, FY 1987-1991—Comprehensive National Budget Report, FY 1989, FSM Budget Office, page 9.

million in 1988 to $128 million in 1989, attributed in part to special, one-time funding allotments from the U.S.

Historically, U.S. federal education grants comprised a major portion of total funding and as much as 50 percent or more of the funding for the educational system. Therefore, the complete phase-out of these federal programs will require the FSM leadership to identify new or alternative revenue sources and to make several critical decisions regarding the educational system.

As a comparison, the United States spent on education an average of 34.9 percent of estimated total expenditures. The average expenditure by states for elementary and secondary education for the 1987/1988 school year was 23.9 percent of total expenditures, with expenditures in individual states ranging from a low of 14 percent in the District of Columbia to over 29 percent in West Virginia. The FSM average of 19 percent of total estimated expenditures in 1989 would fall within the lower range of U.S. states.

Using an estimate of $200,000,000 for the gross national product (GNP), the FSM education budget in 1989 of $23,000,000 represented well over 10 percent of the GNP. This amount is high when compared to other countries, including the U.S. which spent about 4.1 percent of its GNP on education. Few developing nations spend more than 10 percent of the GNP on education. In another comparison, the FSM spends about $770 per student for elementary and secondary students (see table 25), compared to an average among U.S. states of $4,279 per student. (The U.S. average is based on average daily attendance.)

TABLE 25

AVERAGE FSM EXPENDITURE PER STUDENT, FY 1989

Governments	Number of Students	Total Expenditure	Average Expenditure Per Student
Kosrae	2,420	$ 2,190,000	$ 905
Pohnpei	8,550	6,470,000	757
Chuuk	16,283	10,160,000	624
Yap	2,600	3,000,000	1,154
National (FSM)		1,180,000	
Total	29,852	$23,000,000	$ 770

The mix of revenues for education in the United States for the 1987/1988 school year was 50 percent from the state, 44 percent from the local jurisdictions, and 6 percent from the federal government. Most local jurisdictions rely on property taxes, special revenue taxes, and bond issues for generating revenues. In comparison, in 1989 FSM educational funding was obtained from the general fund (49 percent), special Compact funding (24 percent), and U.S. federal grants (27 percent), as detailed in table 26.

The above comparisons with U.S. averages are intended not to provide a model or target for the FSM to achieve but rather to present some information on other jurisdictions. The U.S. averages were selected because the FSM education system has been modeled closely after the U.S. system for the last 20-plus years. The initiation of the Compact did not change that fact and did not

TABLE 26

U.S. FEDERAL GRANT FUNDING AND THE EDUCATION BUDGET, FY 1989

Government	Education Budget	Education Budget as a Percentage of Operations Budget	U.S. Federal Grant Funding	U.S. Grant Funding as a Percent of Education Funding
Kosrae	$ 2,190,000	20%	$ 415,000	19%
Pohnpei	6,470,000	22%	1,336,000	21%
Chuuk	10,160,000	25%	3,889,000	38%
Yap	3,000,000	19%	865,000	29%
National	1,180,000	5%	0	0
Total	$23,000,000	19%	$6,505,000	27%

significantly alter the allocation of revenues among the various operating programs that existed prior to implementation of the Compact. In general, the FSM dedicates a greater percentage of its total revenues to education than other developing nations.

Conclusions and Summary

FSM FY 1990 estimated revenues indicate that federal educational grants will provide less than $2.5 million in total funding, a reduction of about $6.5 million from FY 1989. As mentioned, additional analysis must be performed to identify the exact amount of annual funding reductions attributed to the phase-out of U.S. education grants. However, this report uses 1989 as the base year and estimates a reduction in federal grant funding of $6.5 million per year.

The phase-out of these federal education programs will definitely have a negative impact on funding for the education system. The estimated reduction of approximately $6.5 million per year, coupled with an increase of 10,000 students over the next six years, will require some difficult financial decisions by FSM leaders. These decisions must be made now in order to prevent future difficulties when the level of Compact funding is reduced even further in 1992.

In retrospect, the phase-out funding inflated the need for financial resources above the amounts anticipated by the negotiators of the Compact and made it less urgent for leaders to make decisions on the education system and the amount of funding that would be dedicated to the program over the period of the Compact. On a positive note, it did provide time for leaders and program managers to assess the financial situation adequately.

In approaching the funding situation, it is important that decisions tend to uphold the principle of national self-sufficiency while ensuring equity across the states, if that is truly what the people of the FSM desire. It is in the funding area, most crucially, where the test of self-reliance will occur. The fact that the budget is a tight one, with the problem very likely to grow with increased enrollments and reduced U.S. funding, could have positive aspects. It can force choices to be made and priorities to be established. It may force the FSM to look first toward better use of existing revenues before increased foreign sources are sought. Ultimately, it can cause the people of the FSM to define those things it wants the school system to accomplish and those things that are less important.

Obviously, the alternative presents itself as well. Reduced funds may encourage a reliance on "business as usual." It could cause draconian cuts in all areas as opposed to establishing priorities. Equally, it may be an incentive to let any commitment to self-reliance dissipate into a disparate attempt to restore the dominance of some other nation in exchange for funding.

In the finance area, as in all other respects, the choice is that of the FSM people. It will take political courage to meet its goals of independence and self-reliance. The study team supports this effort. Toward these ends, the project was organized and the recommendations formulated. They are presented in the subsequent chapter.

CHAPTER 8

SUMMARY AND RECOMMENDATIONS

In the four and one-half decades since the now Federated States of Micronesia have been under the administration of the United States, much has changed. As a part of the change, four quite distinct island groups have come together as a nation, attempting to align commonalties and harmonize differences, so that for the first time in almost 500 years Micronesians can live as an independent people.

In view of the magnitude of this challenge, one could not expect this to be an easy transition. History has delivered a set of conditions that, by and large, Micronesians did not request. Now they find themselves inheriting many problems imposed by others, necessarily tempering the excitement that accompanies nationhood. In this respect, the FSM is much like nations around the world, struggling for freedom, codifying hopes and aspirations, and endeavoring to reach them while still working through the problems of the day.

It is therefore not surprising, by comparison either with other Pacific island nations or with developing nations anywhere, that the Federated States of Micronesia has challenges. Nor are its specific problems unusual ones. However, a knowledge of the historical and social context in which the FSM exists will not address these issues or find solutions to them. For that to occur, the people of the FSM must recognize that these difficulties must be faced, that solutions are greatly needed, and that the opportunity to deal with them is of short duration indeed if they wish to best utilize the opportunities under the Compact of Free Association. The problems are real, and either they will be resolved or any hope the nation has of reaching its goals will be dashed.

It was in this context that the FSM requested the involvement of a team from The Ohio State University to examine its educational system. The study team has done so with a genuine desire to assist the people of Micronesia and with a strong sense of serious intent. For that reason, the reader will find the recommendations proposed in as straightforward a manner as it is possible to state them. Yet recommendations have also been proposed with respect and an appreciation for how difficult it will be to make the necessary changes. This is an appropriate response to the seriousness of the problems involved. Were this not so, the study team is familiar enough with the political landscape of the FSM to tell the leadership something pleasing to hear, if that were what it wished. This, however, would not be consistent with its instructions from the government of the FSM, nor would it be ethically appropriate from any standpoint. Educational systems are inherently associated with political systems. Educational change implies political change. So, however, does educational stagnation. The desire for the resolution of this condition is what caused the leadership of the FSM to commission this study.

Beyond the political effects of change and the desire for planned, intentional change is ultimately the future of the FSM and its people. While education cannot be the sole institutional path to progress in the society, it is unique in that every citizen in nations that have free public education comes into contact with it. It is, therefore, a primary vehicle for a society to accomplish its purposes. If it is the intention of the FSM to allow its people to develop themselves, thereby developing the nation as well, financial and social investments in education are among the most appropriate it could make.

Yet educational policies and priorities are not made in a void. One cannot begin from point zero and design an ideal educational system; there is, for better or worse, already one in place. And somehow, the forces of reform must come into existence from the less satisfactory system. Hence, it was essential to pay close attention to what is in order to determine what could be. In sum, this was the process by which the recommendations have been developed.

These suggestions are by no means revolutionary. They do not propose to change the entire system completely in one year or even five years. Rather, the focus has been to provide meaningful input to advance the educational system in a positive direction incrementally. In time, the entire system will be changed, and it has been the priority of this study to assist in the development of a school system that is no longer an imported version of a foreign educational system. Instead, it is the intention of the study team that education not only become self-reliant in the FSM but also build self-reliance in its citizens at the same time. Thus, this report does not propose to do everything. Rather, it can provide a place for the FSM to begin.

With this understanding, let us proceed with the recommendations. Each recommendation will be stated as briefly as possible, with a short discussion and some suggestions for implementation, if in fact these are not self-evident. After this presentation, each recommendation will be rated for its cost implications. While it is greatly difficult to reliably estimate costs over many thousands of miles, the study team with its experience can determine certain costs which must be included in order to effectively address a problem or implement a procedure. While the costs can vary somewhat and will change according to the degree of implementation the nation selects, the information will enable planning to take place and provide some positive framework for establishing a budget.

Each recommendation will be presented in the category most appropriate to it. Of course, there will be considerable overlap between categories in a number of these suggestions. As this is neither avoidable nor desirable, no attempt will be made to repeat a recommendation simply to indicate its relationship to another area of concern.

Governance and Structure

Recommendation 1: **We recommend that the roles and responsibilities of both national and state governments be better defined than they presently are and that redefinition be conducted in such a way that a genuine partnership is formed**.

The national government has both the need and the capability to better serve the nation as a coordinating body through which to implement educational reform. Indeed, the constitutional mandate for concurrent powers, shared by the state and national governments, needs to be expressed in terms of concurrent *responsibilities* and mutually supportive actions. It is clear that a better articulation of authority is needed.

It is proposed that the education authority in the FSM not only maintain the roles and responsibilities it currently has but also become responsible for the development, implementation, and leadership in national standards for various areas, among them teacher training and certification, building maintenance, student achievement, and parental training and involvement.

Clearly, implementation of the recommendation may involve a legislative solution, possibly an amendment to the national constitution, depending upon recent events in the FSM and the interpretation of the existing law. Even if such an approach were needed, however, the study team believes the benefits would far outweigh the relative costs. As part of this recommendation, we suggest that states retain full autonomy in the delivery of educational services and in organizing local resources to meet national standards and control over the curricula through which this is accomplished. However, the national government should be assigned the responsibility and the means to seek compliance in those areas defined as national priorities for student achievement, such as language arts, mathematics and science, vocational education, and citizenship.

Estimated Cost: There are no direct costs involved other than those associated with prospective legislation.

Recommendation 2: We recommend a reorganization of education responsibility in the national government by recreating the Office of Education as a new, national Department of Education.

The priority the national government has given to education and the portion of the national and state budgets education consumes fully justify the increased visibility and policy access such a status would provide. Further, the office of the Assistant Secretary should be elevated to full cabinet status, with this official reporting directly to the President. The current structure, based as it is on the model of the former U.S. Department of Health, Education, and Welfare, is no longer appropriate. The challenges the nation faces in both social services and education, while perhaps equally serious, are distinct and require separate approaches. Implementation of this recommendation should include a move to streamline operations in the department such that the following takes place:

1. The new Department of Education should be aligned as in figure 4. This calls for the Secretary of Education to head up five divisions, each led by a trained, competent professional in the area of her or his expertise. The depicted structure calls for eighteen job titles, but the number of individuals involved may be reduced by combining job titles, if the government so desires.

2. All current titles and their assigned personnel should be phased out over six months. As positions are vacated, job descriptions should be rewritten for each and professional qualifications should be designated as the principal consideration under which persons are hired. The Personnel Division should include this as part of its departmental mission, ensuring that employees of the Department of Education are clearly qualified and that hiring decisions can be defended on those grounds.

3. All Department positions should be renamed either educational specialist or administrative assistant, as appropriate, and the current Office of Education staff should be given some degree of preference in applying for these positions in order to take advantage of job experience in

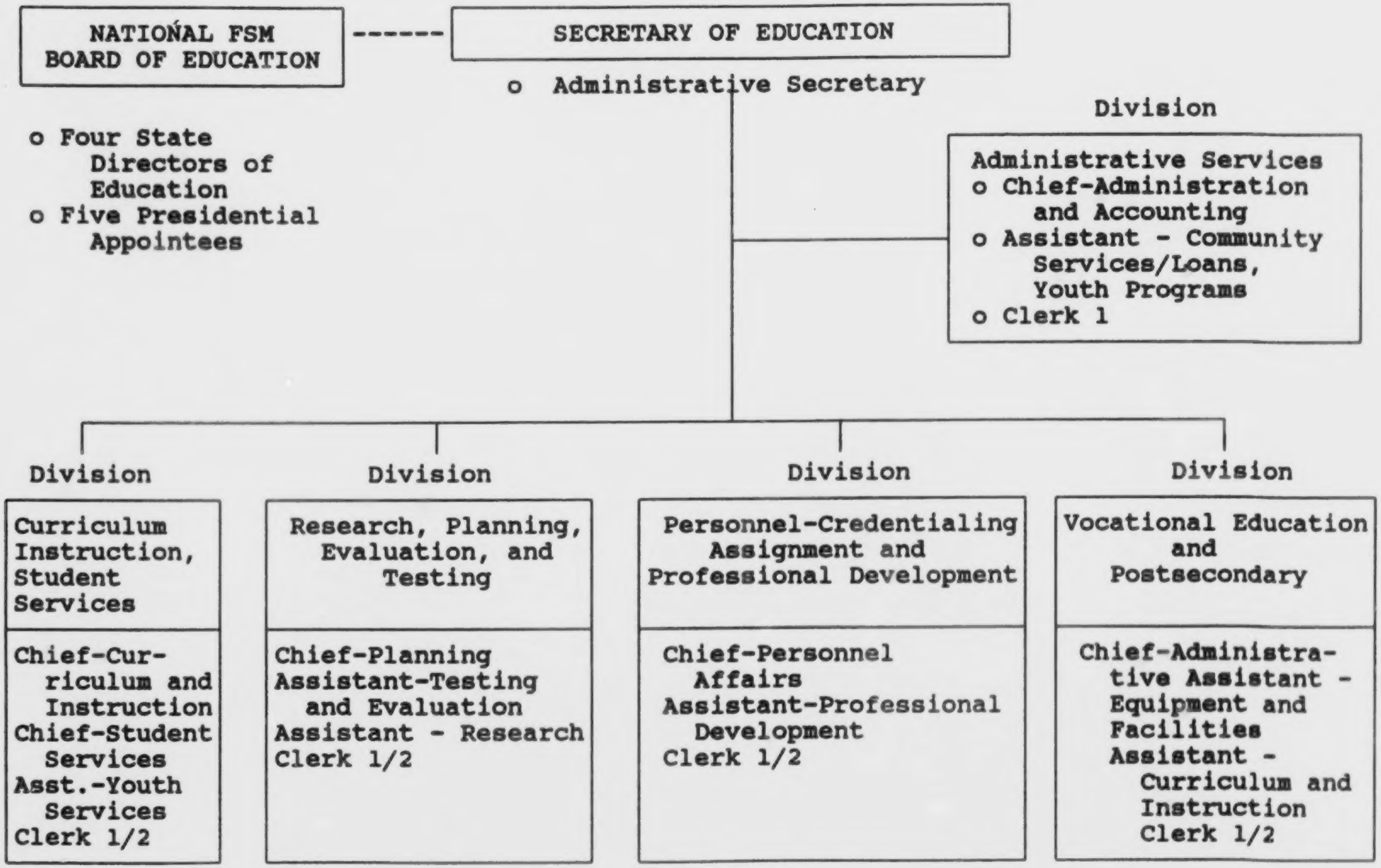

NATIONAL FSM BOARD OF EDUCATION
o Four State Directors of Education
o Five Presidential Appointees
SECRETARY OF EDUCATION
o Administrative Secretary
Division
Administrative Services
o Chief-Administration and Accounting
o Assistant - Community Services/Loans, Youth Programs
o Clerk 1
Division
Curriculum Instruction, Student Services
Chief-Curriculum and Instruction
Chief-Student Services
Asst.-Youth Services
Clerk 1/2
Division
Research, Planning, Evaluation, and Testing
Chief-Planning
Assistant-Testing and Evaluation
Assistant - Research
Clerk 1/2
Division
Personnel-Credentialing Assignment and Professional Development
Chief-Personnel Affairs
Assistant-Professional Development
Clerk 1/2
Division
Vocational Education and Postsecondary
Chief-Administrative Assistant - Equipment and Facilities
Assistant - Curriculum and Instruction
Clerk 1/2

Figure 4. Proposed national office restructuring

a similar position. However, this preference should never be valued higher than a candidate's actual professional competencies.

4. We suggest that a national Board of Education be appointed to advise the Secretary of Education. This should be composed of the directors of education in each state. In addition, five other persons appointed by the president, including the chairperson, are to be named. We suggest that representatives of business and industry be included among the five presidential appointees. This will increase the likelihood that the Secretary will be responsive to the states, the president, and the private sector, all of which are key elements of the educational community.

Estimated Cost: It is possible to implement the recommendation without increased cost. Expenditures would increase only if (1) the staff allocation went beyond the current 14 1/2 full-time equivalent (FTE) and (2) the salary schedule were adjusted upward, especially for the divisional heads and the new Secretary.

Recommendation 3: We recommend that state education department structures be reorganized in a fashion compatible with that proposed for the new national Department of Education at a scale of staffing appropriate to the states' size, resources, and needs.

It is suggested that state departments of education address staffing requirements in much the same way as suggested for the national department, reorganizing patterns of positions, retitling job classifications, and handling application procedures in the same manner. This means at least that persons responsible for the four substantive areas be designated and that such staffing be clear to those within the state, across the states, and to the national Department of Education.

It is further proposed that each division head at the state level contribute time to national task forces composed of peers in other states and their national counterparts to jointly plan and implement activities. While these groups would not have authority to compel compliance with policy, they would serve to facilitate communication and coordination on a regular basis.

Finally, it is suggested that state boards of education be established to function in a manner parallel to the proposed national board. In this case, school administrators and teachers would share responsibility with appointees of the governors of the respective states and provide advice and input to the state director of education.

Estimated Cost: No increase is implied in the national budget. However, the impact on costs may vary across states. It is hoped that this may provide some incentive to reduce costs by reorganizing staff along functional lines. Alternatively, states will be free to use this recommendation to hire additional personnel if they are truly needed. However, it is the observation of the study team that this would be less advisable, given the future finance picture.

Policy

Recommendation 4: We recommend that legislation be introduced immediately into the national Congress to prohibit any future national government hiring or employee retention based on nepotism or clan membership.

This would pertain to government hires at the national level in which any direct supervisory relationship involved persons of the same family or kinship structure. We suggest that consideration to the question of nepotism also be given at the state level, although local realities mitigate against such a definitive solution.

Inappropriate personnel choices are unfortunate and highly costly, not simply in terms of cost efficiency but also with respect to agency credibility and, ultimately, the proper functioning of the agency with respect to the needs of the people. Time for reform is too short to waste government resources if a skeptical people is going to be convinced that its government is adequately representing and serving it. Nepotism, favoritism, and institutional dishonesty have no place in modern government, least of all where the need is great.

Increasingly, educators must be cognizant of the fact that the educational system and its institutional procedures send a message to the youth of a nation. If the nation desires its young people to value skill development and wants them to believe that there will be a place for them in the society if they gain skills, no entity should set a better example than the national Department of Education.

The situation at the state level is less clear-cut. For specific positions, the pool of qualified individuals may be too small to rule out an individual solely on the basis of family membership. In these cases, arrangements might be made to transfer a position out of a supervising relationship with a family member. If this is impossible, state governments should be prepared to have hiring decisions publicly scrutinized. As a general rule, the appearance of nepotism and favoritism should be avoided even if that is not the intent of a particular hiring decision.

Estimated Cost: There are no cost changes implied by the implementation of this recommendation at either the state or national levels.

Recommendation 5: We recommend that it be a policy of the national government that instruction be bilingual (local language/ English) from the child's initial entry into the school system and that standards be established for student performance in each.

It is suggested that the national government establish and enforce criteria for student achievement in English proficiency and that the state establish and enforce these criteria in the local language. We further suggest that appropriate outside experts be retained to assist the national government in creating these standards and constructing appropriate instruments for testing student achievement levels.

There are two basic thrusts to this recommendation. First, bilingual citizens are a fact. The fact that school children speak the local languages must be taken into consideration. At the same time, there is a high degree of value to the introduction of English early in elementary school. Besides these facts, however, quality bilingual education is a positive social benefit and assists in the effort to retain the society's cultural integrity and roots in the past. Therefore, not only can it be done, it must be done to develop a strong nation.

Virtually the only factor constraining the implementation of this recommendation is that teachers would have to be relatively highly trained and skilled. Thus, it is suggested that a national credentialing body or bodies meet to establish instructional criteria and that appropriate training resources be developed by an external organization with an understanding of the respective cultural influences. It is further suggested that a strong state-level presence be included when these bodies are convened.

__Estimated Cost__: The implementation of this recommendation would clearly have certain cost implications. These can be generally estimated as follows:

o Special consultants	$25,000
o Joint national/state committee meetings and travel	10,000
o Training material development and duplication	5,000
o Teacher training expenses (300 teachers/year)	30,000
o Teacher trainers and travel	85,000
	$160,000

Given the allocation of responsibilities spoken of in earlier recommendations, we suggest that the national government bear 60 percent of this cost with the states contributing 10 percent each (40 percent overall).

__Recommendation 6__: __We recommend that it be the policy of the national government to encourage the participation and involvement of parents in the school system and that this policy be implemented at the state level according to local needs__.

The study team believes that this recommendation is an obvious one, based on both the data from this study and common sense. It should be implemented without delay.

It can be implemented by the creation of a national parents' organization similar to the Parent-Teacher Association and others in the U.S., with state and local chapters in all parts of the FSM. This organization can be assisted in recruiting parents by incorporating local meetings with adult education classes of various kinds that are or could be held in the schools. In order to give the parents' organization substance beyond that of a simple club, local boards should be required or encouraged to include members on local boards and committees.

Further, it is suggested that this movement be built from the bottom up. Local principals and administrators could recruit parents, incorporate them into local boards and committees, and encourage their participation. These boards may serve either in an advisory capacity or, if a state's situation warrants it, as an actual governing authority with the power, among other things, to hire and fire school personnel under the regulations of the State Department of Education.

However a state may wish to constitute this effort to involve parents, to do so is essential. Parental involvement not only serves to strengthen the educational program in the schools but also to reinforce the importance and stability of the school in the community. State departments can utilize a variety of approaches to expand their reach and more efficiently use their dollars while significantly improving educational outcomes.

Estimated Cost: It seems reasonable that one national and four state specialists be hired to ensure successful implementation of this recommendation:

o National	$15,000 + travel
o State	$40,000 + travel

Recommendation 7: We recommend that it be a policy of the national government to enhance students' knowledge and understanding of world, national, and state citizenship responsibilities.

It is suggested that local, state, national, and world citizenship, history, geography, and other related disciplines be combined into an integrated social studies curriculum. We further suggest that appropriate local or regional experts be retained to assist the national government in creating standards and constructing appropriate instruments for testing student achievement. We also recommend that citizenship education be supplemented with a pledge of national allegiance for elementary school children at the start of every school day.

The crux of this recommendation concerns not only the incorporation of social studies understanding but also the development of a sense of being Micronesian. As a new nation with no national history of its own, the FSM must develop the study of its origins, its meaning, its heros, and its accomplishments so that they can begin to be passed along intergenerationally. While this may seem to be a relatively less important recommendation, it may ultimately prove to provide the identity and sense of nationhood that will make mobilizing resources for national problems and emergencies something that will bring the various populations of the FSM together. The nation needs to develop these types of capacities if it is to survive the struggles that any nation, particularly a developing one, must face.

Estimated Cost: The only cost other than national and state government staff time would be the hiring of local or regional specialists to assist in the creation of a curriculum:

o Consultant(s)	$12,500 + travel

Recommendation 8: We recommend a national policy allowing and supporting, though not officially encouraging, outmigration of FSM young people in pursuit of education and jobs.

The purpose of this policy would be to buy time for the nation's economic development programs to bear sufficient fruit that the nation could begin to absorb its surplus labor. Presenting the potential of outmigration can be included in career-focused counseling and guidance as one of several options for the student to consider. In this package could be information concerning local labor markets, the costs and benefits of remaining in one's local area, information about school and labor markets outside the community, state, and nation, and avenues of financial support for selecting each possibility. In addition, the program should begin to educate students as to the value of private sector jobs and how vocational education can provide many benefits while supporting a realistic career choice. In addition, options for a policy of returning money, or remittance, to one's family and nation should be considered as a way of mediating the negative effects of the inevitable brain drain, while stimulating the local, state, and national economics as well.

We further suggest that upon making a decision to go abroad for school or work, the student and her/his parents receive further guidance intervention in the specifics of the area or nation to which the student is going. If, for example, the person is going to Guam, the guidance counselor would have available relatively up-to-date materials with which to give the student useful information about Guam's labor market, cost of living, population information, and so forth.

The study team had perhaps its most difficult time with this recommendation. It acknowledges the cultural impact of outmigration but at the same time recognizes that there is a national benefit to making the best of its existence. On balance, its objective benefits seem to outweigh its social costs and for these reasons it is included in these recommendations.

Estimated Cost: There are two possible short-term costs associated with this recommendation:

1. Development, printing, and broad distribution to students of career and labor market information for the nation, including an honest and complete description of work, wages, and living costs in selected off-island locations frequented by FSM youth:

o Initial preparation	$20,000-30,000
o Distribution	$50,000

2. Preparation of a package to encourage off-island migration, ease transition, stress financial remittance values, and encourage youth to return when appropriate jobs are created in the FSM:

o Preparation	$15,000-20,000
o Loans to workers/students to transition off island, to be paid back on a predetermined schedule	$100,000

Curriculum

Recommendation 9: We recommend that a national vocational education curriculum be established for grades 1-12 focused on both current and projected economic development activities.

We suggest that this be implemented by the retention of an outside group of experts in vocational education to provide the following:

1. An evaluation of current offerings and opportunities in each school district
2. A set of recommendations developed in coordination with national business and industry leaders and others with a business investment in FSM for the implementation of coordinated course offerings in school facilities already in existence
3. Assistance in securing appropriate equipment and goods for each vocational education site through its relationships elsewhere, such as donations of equipment from international business groups or education groups in other countries
4. Recommendations concerning the regular involvement of business and industry leaders in a continuous vocational education planning process performed by the national and state Departments of Education
5. Recommendations concerning capacitating the national and state governments for review and revision of progress in vocational education instruction

The basis of appropriate vocational education opportunities is the economic development plans of the nation and its member states. While this may be out of the specific scope of work of this study, the study team would suggest a major effort to review the economic development plan, which would in part ensure that the national effort in vocational education would respond to the FSM's development needs.

We suggest the FSM convene a task force composed of the nation's education, business, and government leadership to review the economic development plans and projected work force needs. In small island economies, every employer is important, and if employers are to maintain their competitiveness, they must have a skilled work force that will consistently produce for them. The employer must be able to draw upon the available worker pool to meet his/her needs. The government assists this process by making sure that the country's laws enable businesses to prosper and that new investors are encouraged to do business in the FSM.

Finally, we recommend that while the national government sets national standards and criteria for vocational education, the states must be free to implement these guidelines in the most appropriate occupational areas for local economies. For example, the Yapese curriculum may emphasize jobs in the textile industry, Chuuk may wish to support potential growth in tourism, and Kosrae may pursue development in term of its agricultural potential. Such efforts would be consistent with both the practical approach the study team wished to emphasize, as well as the reality of education in the FSM.

Increased and improved vocational education has been proposed by a number of studies, dating back at least to the Nathan study of 1967. To date, insufficient progress has been made and this has been costly to the FSM. While one cannot fairly say that it would have eliminated the labor shortage, it may have eased it to some degree, as well as diminished the potency of the myth of employment in the government bureaucracies as the "best" jobs. Further, a labor force with better levels of vocational skills may have relatively improved the atmosphere for business investment and improved employment prospects for all citizens.

Clearly, it is time that the FSM made some serious investment in this respect. While the past cannot be changed, the future can be at least somewhat improved as a result.

Estimated Cost: This is a sizable investment item, and arrangements will be needed to receive bids from off-island publishers. The following costs for the preparation of materials (i.e., customizing of existing materials) at the elementary, middle school, and senior high schools are anticipated:

o	Elementary level (career awareness)	$25,000
o	Middle high school (exploration)	$50,000
o	Senior high school (all subject areas)	$100,000
o	Consultants (equipment acquisition)	$15,000 + travel
o	Consultants (curriculum)	$15,000 + travel
o	New lab equipment costs	Unknown

Recommendation 10: We recommend that in conjunction with Recommendation 7, the national Department of Education create a bidding process for the publication of appropriate texts in the social sciences (FSM citizenship, history, and geography).

The history, culture, and social context of the FSM is unique. Few texts exist that adequately capture the essence of life in the FSM, and fewer still present a point of view that would gain the approval of the national government, as this report is proposing. If the people of Micronesia want a unique identity, it must develop its own resources to reinforce it. Beginning to create its own texts is a very basic step in this process. We further recommend that supervision of the writing and editing of these texts be delegated to a task force of social studies educators from across the nation to ensure the accuracy and equity of the material.

Estimated Cost: Implementing this vital recommendation will be costly in the first two or three years, since material on the history, culture, and traditions of the FSM must be either collected or created for use in texts. Most of this cost would be in-kind (e.g., use of local scholars and educators). Financial support will be needed for writing, photography, and instrument development. Hopefully, an off-island publisher would contribute printing and preparation costs in exchange for a commitment to national and state purchases. Multiple texts are assumed for the three areas:

o	Full-time curriculum specialist and support for each of three subject areas	$75,000
o	Informational gathering	[$100,000 In-kind]
o	Instrument, photography, and writing	$25,000
o	Travel, housing, and feeding in the FSM	$50,000
o	Manuscript preparation	$80,000
o	Printing preparation cost	[$20,000 In-kind by publisher]

School Finance

Recommendation 11: We recommend that national leadership request an increase in the amount of funds provided for education in the special block grant, section 221 (b) of the Compact of Free Association.

The United States Congress is aware of the funding problems the FSM faces and may be willing to extend some basic education grants provided in the three-year funding program. While this may be an interim remedy to the problem of finance, it can only be a partial one and cannot help but reinforce the dependency relationship on the United States. While we understand the move by the FSM to seek extended funding on chapters 1 and 2 and other grants, we do not see this avenue as the optimal path for a nation seeking control over its educational system.

The study team would recommend to the FSM an alternative approach if indeed more funding for education can be obtained from the United States--a proposition about which it is skeptical. The U.S. may be more receptive to such an initiative if it could be demonstrated that this funding would be used to enhance self-reliance rather than to extend dependency. In other words, more money now may serve to preclude much more money later. Indeed, the entire thrust of this report, for example, deals with the issues of identifying priorities, streamlining bureaucracy, and cutting unnecessary costs. The U.S. may be willing to support this process.

Alternatively, the U.S. faces budget realities of its own. It may not wish to rekindle a financial relationship that it negotiated itself out of over two administrations. Even if this is the case, however, the block grant funding approach is still the best for the FSM. The study team therefore recommends that all funds from the U.S. for education, at either current or increased levels, be placed into the special block grant. We further suggest a mandate that 70 percent of these funds be earmarked for education, given the anticipated growth in demand for educational services along with the clear need for the national government and the states to invest in education.

Estimated Cost: This will require no new budget increases but rather may provide increased monies at the national and state level to better implement recommendations 5, 9, 10, 14, and 16.

Recommendation 12: **We propose that a new financial relationship be developed between the FSM national government and the states by combining a block grant funding concept with a more traditional formula-based relationship as a means of disbursing funds for education**.

We propose that the national government can most efficiently enforce national standard by providing funds for compliance. Accordingly, if the national government has funds for education from the U.S. or elsewhere, these should be provided to the states in a block grant based on an enrollment formula for one year.

This initial formula would be very similar to that currently in use. The distribution of funds would occur as follows:

- 75 percent of the funds distributed to the states based on school enrollment (as opposed to the current criterion of state population)
- 20 percent for equal distribution between states for planning and program start-up costs
- 5 percent to the national government for operations (taken from first dollar as opposed to being returned from the states)

Each state would be free to expend the funds according to its own well-developed annual plan, but a second through fifth year of funding would be based on the degree to which it produced results in terms of a plan filed with the national government. The plan would commit the state to make progress in the areas of student achievement, building repair and maintenance, teacher training, and so on in accordance with national standards. If the state failed to do so, the national government could reduce funding proportionately. Alternatively, it could renegotiate with the state. In years 2-5, the funding formula would emerge as follows:

- 75 percent of the funds to the states based on enrollment
- 20 percent discretionary dollars for equal distribution according to compliance with regard to the state's plan*
- 5 percent for the national government

The national government would be the source of funds for national priorities only. In all other areas, autonomy and control would remain with the state, and an appropriate amount of funds would be extended from the national government without conditions.

(*Note: These funds are for state use only and should be placed in a trust or escrow account in order to ensure that they cannot be spent for other purposes. We further suggest that the determination of state compliance be made by the national Board of Education on which all state directors serve.)

Estimated Cost: This will require no new financial resources.

Recommendation 13: We recommend that state leadership consider enacting legislation for the following revenue programs:

- Raising rates and fees for such service as utilities, hotel rooms, exit fees, and so forth
- Establishing an endowment fund for public education to which individuals, agencies, and corporations can donate
- Establishing a policy that would require using a portion of any future bond issue to create a building fund to maintain or expand educational facilities and provide instructional supplies
- Imposing a tax for educational funds on foreign firms wishing to make a capital investment in the state as a condition for such investment
- Imposing an additional tax on foreign corporate investment employing nonresident laborers and dedicating these revenues to vocational education programs designed to eventually replace these foreign workers with local persons

Estimated Cost: It is assumed that all or most of this cost can be absorbed through existing government employees.

Infrastructure

Recommendation 14: The repair and maintenance of buildings and educational facilities should be formally acknowledged by the states as having the highest immediate priority.

We strongly suggest that each state, using national standards, develop a plan that includes building repair and a highly specific strategy for accomplishing it, ensuring running water, operative toilets, secure buildings, functioning electricity, and serviceable roofs before the state and school district make any other expenditures, including staff salaries. Little more need be said, other than that the current general condition of the school facilities across the nation undermines virtually every other objective that the educational system wishes to meet.

Estimated Cost: While this appears to be a high-cost recommendation, it is most difficult to estimate. In this report, it is proposed that each state, with the help of local districts and communities, conduct a wide-sweeping, building-by-building inspection and repair cost estimate. At the same time, it is recommended that each state develop a master plan and maintenance/ repair budgets. Finally, these budgets would have four levels of estimated support: (1) local in-kind, (2) private sector, (3) state government, and (4) national government performance grants.

Recommendation 15: We recommend that each state prepare a carefully studied plan of school consolidation and that any plans for new schools at the elementary or secondary levels be placed temporarily on hold.

It was clear to the study team that little rationale exists for the number or location of schools, except perhaps as a reflection of their symbolic value to a community. It is not uncommon to see one elementary school only a very short distance from another, while secondary schools may be totally inaccessible. This makes little sense. Far more can be done with existing building structures and access to education. The FSM cannot afford the luxury of wasting its resources in this area.

Estimated Cost: This recommendation should cause no new demand for funding but rather better allocate monies currently provided for building construction and maintenance activities.

Personnel

Recommendation 16: We recommend that the FSM government enact legislation requiring teachers to have received at least an associate degree in their fields of specialization within the next five years and encourage achievement of a baccalaureate degree in academic subject areas within a decade.

We recommend that the national government open negotiations with the Universities of Guam and Hawaii along with the College of Micronesia to make it possible for teachers to attain these goals within their speciality area. Insofar as the national government will have the responsibility to certify teachers, it can include certification as part of the national-state government relationship, rewarding the state for compliance with national goals by funding the enhanced training of its teachers.

(**Note**: In the companion report concerning postsecondary education, detailed specifications are provided for associate degree programs in the areas of elementary and secondary education and school administration.)

Estimated Cost: This recommendation probably involves a high short-term cost (i.e., three to five years). The cost of program preparation should be borne by the Board of Regents. Teachers and principals should pay normal tuition costs and the state and national governments should continue the practice of "earn while you learn." In summary, it is estimated that the average teacher will need 24 credit hours to obtain an associate degree; at $54.00 per credit, this would represent a cost, of $1,300.00 per teacher over a three- to five-year period. Principals need at least the same amount of preparation; again, the cost, or income, would be approximately $1,300.00 per administrator.

Projections -- 1991 Enrollments (Public Only)
Tuition Income

	Pohnpei	Chuuk	Yap	Kosrae	Total
Teachers	600	1,000	165	150	1,915
Tuition Cost	$780,000	$1,300,000	$214,500	$195,000	$2,489,000
Principals	200	300	55	50	605
Tuition Cost	$260,000	$390,000	$71,500	$65,000	$786,500
Total			Possible Tuition Income		$3,275,500

Note: Number of teachers x $54.00 per credit x 24 credits =Total

Conclusion

It is a cliche in the United States that the cost of education is high, but the cost of its absence in a society is even higher. This is quite true and the condition of education in Micronesia is evidence for this point. Its deprivation, as mentioned before, is not of its own making. However, it has paid a dear price for the foreign domination it has experienced for many, many years. One of the areas of its most severe deprivation has been its inability to help its own people to develop certain levels of basic and vocational skills. Far more damaging has been its inability to instruct Micronesians as to the richness of their history, their legacy as a people, and their courage under very trying conditions. The people of Micronesia have cause to be proud of who they are. They now have not only the opportunity but--even more--the obligation to express that pride in the development of their most powerful natural resource: themselves.

PART II: STATE REPORTS

- POHNPEI
- KOSRAE
- CHUUK
- YAP

INTRODUCTION TO THE STATE REPORTS AND RECOMMENDATIONS

Members of the project team visited the four states in January, when they had the opportunity to discuss the contents of the drafts of the national reports at workshops attended by DOE personnel. During the course of the workshops, project team members received suggestions for making improvements to this draft as well as ideas for the implementation of the recommendations at the state level. Workshop participants provided valuable assistance, leading to the formulation by project staff of a set of recommendations for improving elementary and secondary education in each of the states.

As a result of these workshops, three types of recommendations were developed:

- Those that support and enhance the national recommendations
- Those that are specific to state findings and conclusions
- Those that were not specifically mentioned in the draft report but that staff felt would assist in implementing the overall spirit of the report

During this process, participants in each workshop were reminded that five basic principles were held constant as the draft report was prepared and should be remembered as the state reports were developed:

1. All recommendations must lead to building a stronger spirit and realization of a unified and strong nation.
2. Recommendations must directly or indirectly foster the values and attitudes of worker dignity and the importance of work.

3. Only those recommendations that strengthen, improve, and/or expand the access, delivery, and quality of education (grades 1-10) would be included.

4. Self-sufficiency of the nation and, to various degrees, each state was paramount.

5. The preservation and enrichment of the FSM state and local culture, tradition, and heritage would be delivered through the educational system.

Discussion of the recommendations found in the state reports usually indicates that implementation would begin in 1990. It would be unreasonable to expect that all of the proposed recommendations found in the state reports could or should be implemented this year. However, 1990 was used by state-level staff to stress the urgency of their implementation. The project team is aware that some of the recommendations may be easier to begin to implement this year because they cost less or because persons can be easily or quickly identified to assume leadership for implementing them. On the other hand, some recommendations may require more time to begin to implement because of uncertainties of funding or staff availability.

A particular recommendation (e.g., one dealing with vocational education) may require the completion of another recommendation (e.g., one dealing with improvements to facilities). Implementing multiple recommendations at once may also be too difficult to manage efficiently or effectively. The approval of proposed recommendations and the specific times to begin their implementation must therefore be the responsibility of the government of the states.

The format for the presentation of proposed recommendations for the improvement of elementary and secondary education follows the major headings used in the text of the state reports. Thus, recommendations for governance and policy are presented first, followed by recommendations for improving the educational infrastructure. Then, recommendations with respect to education personnel are presented. Curriculum recommendations follow. Last, recommendations are presented for improving the financing of elementary and secondary education. Where it seemed logical to do so (from the perspective of project staff at any rate), recommendations within a given category were presented in priority order.

Finally, it is expected that few of the recommendations will be realized as currently designed. Rather, each carries an improvement principle that might find its way into law, public regulations, and day-to-day practice after considerable thought.

POHNPEI EDUCATIONAL LEADERSHIP WHO CONTRIBUTED TO STATE RECOMMENDATIONS AND IMPLEMENTATION STRATEGIES

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CHAPTER 9

POHNPEI

State Overview

With a combined area of 130 square miles Pohnpei (or Ponape as it is often mistakenly known), is the largest state in the Federated States of Micronesia. The state consists of the main island of Pohnpei, which includes the five municipalities of Madolenihm, U, Kitti, Nett, and Sokehs; the three southern islands and municipalities of Kapingamarangi, Nukuoro, and Sapwhuafik; and the two eastern islands and municipalities of Pingelap and Mwokiloa. Kolonia, which traditionally was part of Nett municipality, is the administrative center of the state of Pohnpei and operates as a separate municipal entity, with its own democratically elected mayor and town council.

With a population of 31,000 people, the state of Pohnpei is the second most populous FSM state. The population of Pohnpei, like that of the rest of the FSM, is very young, with approximately 40 percent under the age of 15 and 65 percent under the age of 25. Being the capital of the nation, Pohnpei boasts one of the most diverse populations in the Pacific Region. There are ethnic Pohnpeians, Trukese, Kosraeans, Yapese, Mortlockese, Mwokilloans, Kapinge, Pingelapese, Nukuoroans, Sapwuafikese, Chamorros, Carolinians, Americans, Palauans, Filipinos, Samoans, Taiwanese, Chinese, Marshallese, Australians, and New Zealanders, among others.

Pohnpei has a a government-owned radio station VSZD, 1500mh, and a single side band radio for intra-and interstate communications. Print medium include the National Union, a bimonthly paper owned and controlled by the FSM government, and the JK Report on Micronesia, a paper written and published by one person.

In terms of its history, Pohnpei has seen its share of foreign domination. The Spanish presence in Pohnpei was concentrated in the area of current-day Kolonia. The Spanish established a Catholic mission and began earnestly to spread Catholicism to the people of Pohnpei. In 1899, Spain sold Micronesia to Germany, which exploited the people and resources for profit to the point that Pohnpeians took up arms and revolted against the German occupiers in the Sokehs Rebellion. Pohnpeians today still remember the rebellion, as many of their people were either executed or exiled to Palau.

Japan acquired Pohnpei in 1914, and its occupation was legitimized by the League of Nations in 1920. They developed the islands to the point of self-sufficiency and are credited with introducing the first public school system. However, the Japanese occupation introduced considerable costs as well. The Japanese exerted sometimes harsh colonial rule. They controlled all production and distribution. The school system they introduced was segregated.

The United States took over the administration of Pohnpei after the Japanese had surrendered in 1945. Pohnpei, like the rest of Micronesia, was placed first under the U.S. War Department from 1945 to 1949, then under the naval civilian government from

1949 to 1951, and finally under the Department of the Interior from 1951 to 1979.

In 1965, the Department of the Interior, under pressure from the United Nations Trusteeship Council, authorized the convening of the Congress of Micronesia (COM). The intent of this move was to ensure that the trusteeship mandate to develop the islands "socially, economically, and politically" became a reality. The pressure to convene the congress was a direct result of the 1961 United Nations visiting mission report, which was most critical of the United States' handling of Micronesian affairs. One of the first acts of the Congress of Micronesia was to petition President Lyndon Johnson to help establish a Micronesian Status Commission, from whose findings began a long process toward Micronesian independence.

In 1975, the Micronesian Constitutional Convention, jointly financed by the United States and Congress of Micronesia, convened in the Mariana District to draft a constitution for a unified Micronesia. The Commission on Future Political Status and Transition (CFPST) was established to negotiate the status for the federated states in the form of the Compact of Free Association (COFA). The Pohnpei District was designated as the new capital of the emerging nation.

On July 12, 1978, Micronesians went to the polls to ratify the draft Constitution of the Federated States of Micronesia. The districts (which were to become states) of Pohnpei, Yap, and Truk and the newly admitted district of Kosrae (part of Pohnpei until 1976) ratified the constitution by an overwhelming majority.

The members of the Congress of Micronesia--representatives and senators--from those districts that ratified the constitution became members of the interim Congress of the Federated States of Micronesia. In 1979, the FSM held its first constitutionally mandated election to select members of the first FSM Congress. The constitution also mandates that a president and vice-president be selected by a parliamentary system from among the four-year senators (one from each state).

Negotiations for the Compact of Free Association culminated in the referendum of June 21, 1983. The states of Yap, Kosrae, and Truk overwhelmingly approved the COFA, while Pohnpei's voters rejected it outright. The approval process also required that state legislatures approve the compact; once again, the states of Yap, Kosrae, and Truk voted approval and Pohnpei lawmakers rejected it, based on the wishes of its people. In November of 1986, President Reagan signed U.S. P.L. 99-239, which officially recognized the FSM as a semi-independent nation in free association with the United States.

It has been 10 years since the FSM became a sovereign nation under its constitution and three years since the Compact of Free Association was put into effect. Every ten years, the voters are to be asked whether a constitutional convention should be convened to review the constitution, a ten-year-old document in 1988. In the most recent national election, the majority of the voters felt there should be a constitutional convention. What will happen in the convention can only be a subject for speculation. Whatever might happen in the convention, however, the state of Pohnpei, which drafted and approved its own state constitution in 1983-84, is already experiencing a rapid growth in its private sector as a result of the national government being based in Pohnpei.

By tradition, the Pohnpeian polity is rooted in a very strong feudal heritage. Since Pohnpei was agrarian in nature, the land served as the foundation not only of the family and clan but also of traditional governance. It is commonly known in Pohnpei that before the land reform carried on by the Germans, the German Deeds, all land belonged to the chiefly lines of Nahnmwarki and Nahnken. These chiefly titles existed in each of the traditional five kingdoms of Pohnpei and continue to exist today. They continue to command respect as well, although their control over the land has diminished over the years. The land is divided into wehi on a traditional feudal basis, and wehi are further divided into pwihn, kousapw, and peliensaphw.

Although today most people own their land by virtue of the German Deeds and Japanese land reform, the people still honor the Nanmwarki and the Nahnken with the annual feast kamadipw en wahu. This feast celebrates the first fruits of the season and other social matters including marriage and the bestowment of traditional titles.

In terms of its political structure, Pohnpei has three branches of government: executive, legislative, and judicial. The executive branch of the government is headed by a Governor and Lieutenant Governor popularly elected for a four-year term. Neither the Governor nor the Lieutenant Governor may serve more than two consecutive terms in office. All departments within the state government are headed by directors appointed by the governor with the advice and consent of the state legislature.

The legislative branch of the government is a unicameral legislature. Members of the legislature, or state senators, are popularly elected for four-year terms and represent all regions of the state. The senators may serve for as long as the voters elect them. Legislative leaders are the speaker, the vice-speaker, and the floor leader, all elected from among their peers.

The judicial branch is headed by a chief justice and associate justices. The chief justice and associate justices are appointed to serve for life by the governor with the advice and consent of the state legislature.

The eleven municipal governments in the state are governed by popularly elected chief executives for terms of four years; titles are not uniform, as each municipal government has drafted its own constitution. Their titles range from high commissioner, chief minister, district administrator, mayor, and chief magistrate in English to *luhk en moanlap* and *wahien sapw* in Pohnpeian. Each municipality has a popularly elected council whose members typically serve four-year terms. There is no formal role for the traditional leaders in the municipal government; however, many Pohnpeians concede that no decisions are finalized without the consent of traditional leaders.

One of the most hotly and emotionally debated issues in the chambers of both the Pohnpei state legislature and FSM national congress has been the issue of economic development. The economic development envisioned under the Compact of Free Association has not taken place and the state's economy is still very dependent on foreign aid. The schools are still striving to prepare young people to live in the subsistence economy and to provide the necessary skills for jobs that are currently performed by foreigners. Ironically, the number of foreign laborers in the state is increasing, whereas young people taking advantage of the COFA provisions are leaving their communities and moving overseas to look for better opportunities. The tragedy is that there is virtually no economic development in the true sense of the word. If the spigot is suddenly closed on the Washington money pipeline, economic activities, which often depend on an inflow of hard United States dollars, will suddenly come to a screeching halt.

Although the economic development picture is bleak, there are efforts to raise revenues from various local sources. First, blessed with a huge ocean area, the FSM collects annual fishing fees from foreign fishing fleets in return for the right to fish in the FSM's 200-mile economic zone. Second, small cottage industries are coming into existence, led by a PATS-initiated Pohnpei Coconut Products (PCP). The PCP plant has managed to turn profits despite the low price of copra in the world market and currently employs 38 tax-paying employees. Third, Pohnpei's world-famous black pepper provides farmers the opportunity to earn some cash from their lands. Fourth, occasional collection of trochus shells for about 30 days per year provides fishermen an opportunity to earn some cash.

Despite all efforts at manufacturing, Pohnpei's economy is tending toward more service-oriented industries as a result of

Pohnpei's being the nation's capital. Though growth is evident, current prosperity will suffer a setback when COFA monetary assistance is decreased in the fifth year, 1991.

The Elementary and Secondary Education System

Because some local skills and customs were unacceptable to Pohnpei's occupiers, youngsters were forced to stay at home or learn their skills in the mission compound. By simply moving the learning process away from the community to a more structured school, the missionaries caused many of skills and, most important, the learning process to be lost; time did not permit the young people to learn traditional skills from the community elders as well.

One foreign occupation led to another. A hundred years later, Pohnpeians must now rely on the schools to impart the knowledge and skills so often learned and practiced in the olden days.

Like any new society, Pohnpeians tend to look to newcomers for ideas. What needs to be reconsidered by the Pohnpeian people, --who have begun to do so in the past few years--and their leaders is the same old question, Education for what? Many have blamed and continue to blame the United States for its failure as the former administering authority to provide a relevant system of education for all citizens of Pohnpei. To be fair, however, the blame must be shared by both Pohnpei and the United States of America.

Expectations and perceptions of the public education system by the citizens of Pohnpei may well influence how the education system is eventually structure, governed, and administered. Information about expectations and perceptions of the public education system was gained through interviewing a wide range of citizens and conducting a formal survey. The answers to the open-ended questions were wide-ranging and often detailed. The range of answers was then examined and categorized into general statements (e.g., contribute to family/society/government).

Survey participants included three kinds of constituencies--persons designated as being leaders in Pohnpei society, school administrators, and teachers. The results of the survey are reported in the summary table at the end of this state report. Some of the major expectations and perceptions of the education system currently in place are presented below using data from the survey.

Leaders, school administrators, and teachers, believe that being an educated person in Pohnpei means first that one contributes to family, government, and society. Second, it means achieving success in life, as demonstrated by holding a good job, earning sufficient money, and having prestige. Third, being an educated person leads to achieving individual happiness in life. Survey participants were asked whether women should be educated in the same ways as men. Seventy out of 73 respondents answered in the affirmative. The most frequently stated reasons were (1) to give them an equal opportunity to obtain jobs and (2) to meet future challenges. Survey data specific to the importance of being an educated person and equality of education to both sexes are found in questions 1a, 1b, and 1c, in the summary tables at the end of this state report.

There was no question in the minds of survey respondents regarding the importance of formal schooling as a requisite for becoming an educated person. One hundred percent of the respondents stated that it is important for children to go to school (question 4a). The major reasons given (question 4b) included (in rank order) the need to ultimately make a living, the fact that education is needed to be a good and productive citizen, and the belief that education helps bring about change and progress. Furthermore, 100 percent of those responding to question 5b agreed that it is important to finish elementary school, and 67 out of 68 respondents agreed on the importance of finishing high school.

Survey participants (as well as those interviewed) not only expressed what they expected from their schools but also indicated what they believe to be the system's major problems and constraints. For example, when respondents were asked to list the major problems of the public schools in Pohnpei (question 2), the problems most frequently reported were (in rank order) inadequate facilities; supplies and equipment; inadequate funds; unqualified faculty/staff; and inappropriate curriculum.

Although elementary school attendance is mandatory, not all children are believed to be attending. Parental influence was given as the primary reason for nonattendance, with distance from school and not enough space ranking second and third respectively (question 5a). Survey respondents perceived that a lack of parental interest and support was the main reason why children do not finish elementary school (question 5d). The second major reason was perceived to be students' lack of interest/preparation.

Failure to pass entrance examinations was given by survey respondents as the main reason why more students did not go to high school, whereas the second most frequently mentioned reason was lack of facilities (question 6a). Asked why more students did not finish high school, respondents gave as major reasons the following: (1) lack of interest, preparation, and/or discipline; (2) parents' needs/neglect; and (3) students' getting into trouble or their frustration with schooling.

Education is seen in Pohnpei as a precondition to obtaining a good job. Survey respondents ranked (in order) health/education services jobs, government jobs, and banking and business jobs as the most desirable ones in Pohnpei (question 7a). The best jobs were perceived as requiring at least high school graduation but preferably some college work (question 7b). High school graduation or vocational training was deemed likely to be necessary for obtaining jobs not categorized as the best (question 8b). And, in spite of the fact that respondents believed that there were not enough educated people to fill the jobs that are available, nearly 70 percent would encourage students to leave Pohnpei to obtain better jobs (question 8c and 9a). The interrelationship of jobs, economic development, and the education system cannot be overlooked in Pohnpei.

Several major components of the education system are described next. These include its governance, personnel, infrastructure and financing, as well as several related issues. Next, strategies intended to improve the education system are presented along with cost considerations and time frames for each one.

The 1986-1990 five year education plan for Pohnpei states the following:

> The primary mission of the Pohnpei State Department of Education is to provide an educational system that will prepare all pupils to be well-informed citizens and function effectively in Pohnpeian society and at the same time prepare students to function academically and socially elsewhere. It is also the mission of the Pohnpei State Department of Education to set policies that guide educational staff to constant improvement and to create a vision of education that would best provide the young people of Pohnpei the opportunities to gain knowledge, skills, and abilities to prepare them for satisfying, productive lives in the 21st century.

The policy that supports the State of Pohnpei's mission of education is clearly stated in the Title 40 of the FSM national code:

> It is hereby found to be the policy of the Government of the Federated States of Micronesia to encourage and provide for an educational system within the Federated States of Micronesia which enables citizens and residents thereof to fully participate in the progress and development of the federated states and to become familiar with the Pacific Community and the world. To this end, the purpose of education in the Federated States of Micronesia shall be to develop its human resources politically, socially, vocationally, and professionally; to unify the people of the federated states; and to provide an education relevant to the economy, government, social customs, people, and histories of the islands.

The collective opinion of the Pohnpei State Department of Education, as expressed in the five-year education plan, is that if the mission of education is to be accomplished, the following goals must be met in their entirety:

1. To provide an educational system that will enhance cultural heritage and identity and at the same time provide the necessary skills to enable pupils to adapt to our changing world.
2. To provide/develop fundamental physical, mental, and social skills for all students.
3. To provide students a good educational experience relevant to their social and physical needs.
4. To offer vocational and academic programs that prepare students to be independent learners, self-motivated and self-sufficient.
5. To develop and continually improve a comprehensive, viable, and articulated curriculum framework for all grade levels.
6. To empower to think and reason.
7. To conduct regular assessment of pupil achievement to determine the skills to emphasize in instruction.
8. To conduct regular assessments of staff performance and training needs.
9. To provide students and educational personnel with adequate resources and facilities.
10. To provide regular assessment for staff development needs to determine areas of training. To support and enhance the professional skills of all educational personnel.
11. To improve curriculum and instruction.
12. To improve management and administration.

Governance and Administration

Pohnpei today has 1 public high school and 37 public elementary schools. The public school system in Pohnpei is governed from the top down. The administrative leader of the public school system is the state Director of Education, who is appointed as a member of the governor's cabinet by the governor with the advice and consent of the legislature. By law, the state director is an ex-officio member of the state Board of Education, which was not in existence as of October 1989. To fulfill his duties, the director is assisted by various civil-service employees of the department, namely, assistants to the state director, assistant administrative officers, account clerks, and maintenance personnel, among others.

In order to run the department in a productive and efficient manner, all heads of major activities within the department form an Education Management Council. Chiefs of preschool education, elementary education, secondary education, and educational services, as well as program coordinators and development specialists, are members of the management team by virtue of their positions and titles.

Each of the 37 public elementary school principals manages the day-to-day activities of his or her school and reports directly to the chief of elementary education. All personnel and budgetary decisions are made at the state level, with the state director having the final say on all decisions.

There being only one public secondary school in the state, the principal of the high school also serves as the chief of secondary education. The principal makes all decisions relating to the academic well-being of the school, while the vice-principal handles all activities and disciplinary matter.

Study team members observed that there were more than enough people in the state department of education (DOE) to perform all the duties and the responsibilities mandated. Duties are clearly defined, but school principals complain that their requests to the DOE almost always fall on deaf ears and are met with the excuse that there are too many things to do. All major school decisions are made at the DOE, with very little community input. The department cannot meet the needs of all the schools effectively and efficiently as it is currently organized, and administrative personnel are very pessimistic about change. The best-trained and educated teachers are not in the classroom but rather at the DOE.

A state Board of Education is mandated by law, but members of the board have not been appointed and the board, therefore, is not in existence. The general feeling in the community is that a state Board of Education should be functional at this very critical time in the history of the state.

Problems of governance and administration will likely become more complex by virtue of the growth in student enrollment in the public schools. At the close of the 1988-89 school year, there were 6,859 students enrolled in the state's 37 public elementary schools and 1,087 students at the secondary school, for a total of 7,946. Projected enrollment in all public schools for the next five years is as follows; 9,935 in 1990, 10,075 in 1991, 10,707 in 1992, 11,217 in 1993, and 11,553 in 1994. These enrollment projections represent an increase of at least 15 percent every year for the next five years. The present system, which cannot adequately meet the needs of the present enrollment, will be swamped by even more problems unless some realistic planning takes place today.

Private schools in Pohnpei are established pursuant to Section 251, Title 40, of the FSM national code. Under this title, the state Director of Education shall review all documents relating to the establishment of private schools and recommend establishment to the nation's president for approval.

All private schools in Pohnpei, both elementary and secondary, are operated by various Christian churches, namely the Catholic church, the Seventh-Day Adventist church, and the Baptist church. Although religious beliefs and philosophies differ, governance structures are almost identical. All private schools have a policymaking board, most often composed of prominent local business people and government leaders. In addition to such a board, most schools have directors, whose duties are mainly public and church relations and fund raising.

In the private elementary schools, the principal manages the day-to-day operation of the school with the assistance of teacher representatives and church members. It is also at this level of the private school that parents are most active in helping the school in its activities.

Private secondary schools are most often led by principals but sometimes by academic deans or headmasters, assisted by vice-principals or deans of students. Some of the private secondary schools have their own management councils, which consist of student, community, teacher, church, and support staff representatives.

Infrastructure

School buildings built under American programs in the 1960s are literally falling apart, as there has never been any renovation except for minor repairs. The state does not have money to repair and maintain all the facilities in all the public schools. In addition, there appears to be a widespread disrespect for public property among students and community members.

Every single school in the state needs a restroom and/or washroom that meets at least minimum sanitary standards. Sanitary inspections are currently not effective, and very poor schools are still being certified. Complete, massive renovation is required if buildings are to meet the minimum standards. Very inexpensive and poor quality methods of construction are being used to construct new facilities. New buildings either are unattractive or simply cannot withstand occasional typhoons that hit the state. Sidewalks and walkways are either nonexistent or in bad shape. Drainage systems are terrible, backyards are used for trash disposal, there are no fences, and people drive on the lawns.

As previously mentioned, the need for improving facilities was also the most prevalent response by Pohnpeian leaders, school administrators, and teachers to the survey question "What problems are there with schools here?" An educational issue unique to Pohnpei is that some schools are built on private property. Most agreements between landowners and the Department of Education are verbal, hence difficult to prove in court. Some schools have been temporarily closed due to land disputes (e.g., the former Kinakapu

Elementary School, now ESDM). Among landlords, disputes have arisen over who really owns land on which schools are built (e.g., Sekere Elementary School).

Personnel

Teacher absenteeism has not improved. Many teachers see teaching simply as a job. Although there has been a lot of talk about evaluating teachers' classroom performance, no mechanism is in place to do so.

Many teachers without associate degrees are scrambling to get enough credits at the community college to earn their degrees. The emphasis is on credentials, not on teaching performance.

Teachers teach only those portions of the content areas that they know best. Teachers are very flexible in the use of language in instruction, although some who try to teach English need more training. There is not enough money to provide training for preservice as well as inservice teachers.

The survey results point up the fact that Pohnpei leaders, school administrators, and teachers regarded unqualified faculty and staff as the second major problem with the school system in Pohnpei. Interestingly, the response by teachers (19.6 percent) closely approximated that of leaders (20.3 percent) and school administrators (21.5 percent).

Curriculum

All public elementary schools offer basic courses in math, science, English, language arts, and social studies. Individual public school students almost always have the highest scores on the high school entrance exam; however, private school students collectively outperform their public school counterparts.

Textbooks in the classrooms are most often standard textbooks prepared for American children. Most often, the texts do not come with appropriate accompanying materials. Most often, there are not enough materials for all the children in the schools.

Leaders in the state feel that language skills are very poor because of teachers and materials. The fact is, however, that students do not have any opportunity to practice their newly acquired tongue.

All secondary schools offer the basics to all their students. With exception of a few textbooks, most of the materials used are ordered from the United States.

More than 40 percent of the students who graduate from elementary schools cannot enter high school, yet there is no program for them at the village and community level. Counselors are not trained well enough to guide the young men and women in their future plans. The present offerings at the secondary school level are not adequate to guarantee college entrance or even to get a job.

Many young people's goals are set to satisfy immediate family members. Parental pressure counts for more than economic logic.

Financing Education

The state's 1989 education budget was $6,468,251, or 29 percent of the state's $22,266,404 operations budget. State revenues are derived from several sources: COFA financial assistance funds, shared national revenues, state taxes, U.S. federal grants outside the COFA, and aids from other foreign countries (i.e., New Zealand, Australia, and Japan). The education budget is allocated in the following amounts and approximate percentages:

1.	Personnel	$4,893,534	76%
2.	Travel	78,051	1%
3.	Fixed Assets	68,000	1%
4.	Consumable Goods	1,369,712	12%
5.	Contractual Services	58,760	1%

The $4,893,534 in salaries and benefits represent 76 percent of the education budget.

Teachers salaries range from a low of $3,931 to a high of $10,840, with a mean of $5,525. Per pupil expenditures for the 1988-89 school year were $880.60, while the actual cost is approximated at $2,000.

Funding from the general block grant under the Compact of Free Association is considerably inadequate. Federal grants, specifically funded under Chapters I and II and food services, will be phased out in 1990 under the terms of the Compact, which leaves the state to find other sources of money to pay for 161 teachers at a cost of $2,806,042 and 252 food services personnel at a cost of $1,613,224. The state has discontinued the feeding program except for boarding students at PICS High School.

Teacher training program money has been discontinued. The U.S. Congress is considering funding this program under the Bush

Education Initiative, S.695. Educational programs have taken a back seat, as most of the money available is being channeled to pay personnel salaries. Lastly, there is simply not enough money to finance the educational bureaucracy to which Pohnpeians became accustomed under the trust territory administration.

The Department of Education is increasingly faced with tough budgetary decisions, as the U.S. federal funds outside of COFA are due to be phased out completely by September 30, 1990. The special block grants meant to replace the lost federal funding fall short of sustaining all the existing programs. The economic development envisioned to raise revenues to replace the lost federal grants has failed to materialize, thus leaving the state in a dilemma at present. In addition, the state must brace itself as it anticipates the required COFA-funding step-down in 1991.

Private schools in Pohnpei are financed by various sources, both domestic and foreign. The first source of domestic revenue is the tuition charged to each student, ranging from a low of $150 to a high of $400 per school year. The cost of educating a student ranges from $500 to $2,500 per school year, however, which leaves a substantial amount to be raised by parishioners and missions. The private schools also receive subsidies from the state legislature and the national congress for nonreligious instruction.

Some of the private schools have been granted a tax-exempt status by the U.S. Internal Revenue, enabling them to solicit tax-exempt donations in the United States.

Private schools also benefit from the services of volunteers who come from the United States and Japan to teach at these schools as part of their service to their church. If the lay teachers were to suddenly stop coming to help in these schools, some of the schools would have to close their doors, as they cannot carry the burden with their existing means.

Private schools have also suffered significantly as a result of federal program phase-out. The boarding schools, such as PATS and OHWA, must now find alternative revenues to offset the loss of the feeding program, which runs into thousands of dollars. Although private schools are not the subject of this study, the outcomes of the study will determine the extent to which they may continue providing high-quality education to young people.

Summary

In many regards, Pohnpei is the flagship state of the FSM. It hosts the national government, and as such, represents the nation to the rest of the world. But to further enhance that status, Pohnpeians must assert leadership at home, particularly in the area of education. Unfortunately, Pohnpei schools are in no better condition either scholastically or physically, than elsewhere. This will have to improve. The recommendations which follow are designed to assist this process.

STATE RECOMMENDATIONS, IMPLEMENTATION STRATEGIES, TIME, AND COST CONSIDERATION

Governance and Administration

Recommendation 1: We recommend the Pohnpei state Department of Education be reorganized to reflect the organization proposed in national recommendation 3. This organization would include consolidation of all elementary schools into three districts, each district to be led by an assistant superintendent of instruction with administrative authority for the district. It is further recommended that this organization plan be reflected in the state's five year plan.

Implementation Strategies

1. Legislation should be developed, if necessary, to implement the new structure and positions within the proposed new state Department of Education.

2. Public hearing should be conducted to inform citizens and seek support for the proposed reorganization and consolidation.

3. A consolidation configuration plan should be developed for existing districts that parallel the three existing election districts.

4. A plan should be developed for current staff deployment that would occur incrementally over a three-year period.

5. A plan should be developed that would base all proposed district offices in Kolonia.

6. Authority to decide all personnel matters at the assistant superintendent level should be institutionalized.

7. All support services for the proposed three districts should remain centralized and all three assistant superintendents should report directly to the Superintendent of Education.

Time Consideration/Calendar

Activity 1: 3 months, 1990
Activity 2: 3 months, 1990
Activity 3: 3 months, 1990
Activity 4: 2 months, 1990
Activity 5: 2 months, 1990

Cost Implications

Little or no cost.

Recommendation 2: We recommend the immediate activation of the approved state Board of Education and further recommend a different makeup of the Board membership.

Implementation Strategies

1. The new board membership and appointment practice should be modified to reflect the following:

   Appointed Members

   Two members appointed by the speaker of the house
   Three members appointed by the governor

   Elected

   One Chief magistrate for each of the three districts
   Private sector representatives
   Private school representatives

   Note: If this does not result in sufficient representation from the eastern or southern Outer Islands, the DOE director should appoint one member for each.

2. A highly visible public relations program should be developed and created to explain the role and potential benefits of an active Board of Education and to stimulate a high level of interest in general and specifically among those who might want to serve on the board.

Time Consideration/Calendar

Promotional and appointments could occur in 1990.
1991: Election completed and Board Members installed.

Cost Implications

No costs associated with this recommendation.

Recommendation 3: We recommend the establishment of and commitment to a high priority for vocational education, grades 1-12, and the reorganization of DOE and high school governance and structures to ensure strong leadership, authority, and responsibility for delivering and monitoring all youth training directed specifically to current and projected manpower needs in the state.

Implementation Strategies

1. Vocational education should be a division of the DOE structure, managed by a chief who has broad experience and credentials.

2. The DOE vocational division should give priority to new or improved programs in the areas of--

   - construction trades--all types
   - electrical trade technicians and aides
   - mechanical trades--auto, appliance, and so forth
   - agriculture trades--with a focus on cash production
   - vocationally oriented language, math, and science

3. The vocational division should be responsible for the planning, development, and delivery of all prevocational programs at the elementary schools and junior high schools.

4. New and complete articulation agreements in each or most of the vocational areas should be established with the CCM programs, T3, the military, and other training providers.

5. All Job Training Partnership Act (JTPA) programs should be placed under the direction of the vocational director or should at least have a strong articulation agreement in operation.

6. The DOE's ability and willingness to design the curriculum standards and other elements needed to implement recommendation 9 in the national report should be formally communicated to the FSM Government.

7. The administrative structure at the high school level should include a vice principal for vocational education supported by a strong private-sector advisory committee drawn from the state or community.

Time Consideration/Calendar

All activities should be implemented on or before July 1991.

Cost Implications

Activity 1: new staff salary, $15,000
Activity 2: consultants, $10,000
Activity 3, 4, 5, and 6: no cost
Activity 7: new high school staff, $13,000

Infrastructure

Recommendation 4: We recommend that the repair and maintenance of current school buildings and educational facilities be formally and clearly acknowledged by the states as the highest and most immediate priority in their school improvement program.

Implementation Strategies

1. The DOE should prepare a school building maintenance and repair plan with detailed specifications and costs for all buildings; this plan can be used in conversations with the governor and state legislature.
2. A Summer "Fix the School" Campaign should be developed and targeted towards (1) students, (2) parents, (3) teachers, and (4) business leaders, using the district structure as the center of leadership.
3. School-specific teams of volunteers should be developed under the supervision of a DOE staff person or volunteer; such teams would implement the maintenance and repair tasks cited in the DOE school building repair plan.

Time Consideration/Calendar

Activity 1 could be completed in 1990, and activities 2 and 3 could be started. Activities 2 and 3 could be completed by the end of 1991.

Cost Implications

The real cost here, besides much staff time, is the items needed for facility repair, which is difficult to estimate.

Recommendation 5: We recommend that all but essential support for student feeding and other traditional student support services be reduced or eliminated and a study to both prioritize and/or charge a fee for service to students be conducted, with all savings redirected to immediate school improvement priorities.

Implementation Strategies

1. A program of community and volunteer food service sponsored by parents, citizens, and business leaders should be developed and customized to each geographic area served by schools.
2. The extent of parent interest in paying the cost of food if the system were prioritized and/or operated by the DOE should be determined.

Time Consideration/Calendar

These activities could all be accomplished by December 1990 and readied for the opening of schools in 1991.

Cost Implications

No cost, and could result in much savings.

Recommendation 6: **We recommend that improved school transportation policies, standards, and compliance review procedures be developed and implemented within one year; it is further recommended that a study be commissioned to determine current costs and levels of efficiency and effectiveness compared to the option of privatizing all DOE vehicle transportation services**.

Implementation Strategies

1. Improved driver certification standards, methods of testing, and training competencies and procedures should be developed.
2. All buses should be equipped with citizen's band (CB) radios for communication with a central location, should have sufficient first-aid resources, and should be covered by liability insurance.
3. A cost and operational effectiveness study should be conducted to determine the possible advantages of privatizing the ownership, operation, and/or maintenance of all education vehicles.
4. Meetings should be conducted with selected business owners to determine their interest in running the system and to request proposals for their specifications and costs.

Time Consideration/Calendar

All studies and discussions could be accomplished during 1990. If decided upon, the transfer of ownership and operation of the system to the private sector could be effected in 1991.

Cost Implications

No cost, and could result in savings.

Recommendation 7: We recommend that a study be conducted to determine the feasibility of privatizing all or part of the school maintenance unit, and it is also recommended that the concept of a community volunteer maintenance work team be established with limited matching financial support from the state and community.

Implementation Strategies

1. A special fund should be established with state monies and offered to each community that is willing to match the state's contribution, in cash or in-kind, toward implementing identified high-priority maintenance tasks.
2. The state staff, with the aid of community officials, should develop a short- and long-term schedule of building improvements needed and establish priorities, time schedules, and costs.
3. Monies made available for school building maintenance or construction should be entrusted to the chief executive of each municipal government for priority determination and use.
4. The state should prepare a five-year, one-time facility repair and renovation master plan and budget, develop a proposal for implementing that plan, and submit it to the national government for possible consideration of short-term financial support.
5. This proposal would reflect the real and in-kind contributions that the state and local communities are making to the total cost of the plan.
6. When each new CAT team is assigned to Pohnpei, at least two schools should be assigned to each team for the duration of its stay.

Time Consideration/Calendar

This could be accomplished during 1990.

Cost Implications

Should only be cost of existing staff.

Recommendation 8: We recommend that any new school construction projects be delayed until such time as all current facilities are up to minimum standards and sufficient funds--not taken from existing school budgets--are appropriated for new and highly qualified staff, equipment, curriculum, instructional materials, and supplies.

Implementation Strategies

1. Where necessary due to enrollment pressures that cause the need for expansion of facilities, optional short-term resolutions need to be created, including double scheduling of buildings and personnel or the use of rented/donated facilities.

2. Possible collaborative facility usage arrangements with the community college and private school sector should be examined to handle enrollment pressures.

3. Correspondence study arrangements should be investigated for some general courses at the high school level, which could reduce the hours per day each student spends at school and assist in double scheduling.

4. A plan should be developed to transfer the responsibility of all or most public vocational education program offerings, current and projected, to PIC.

5. When plans are drawn up for the possible use of the old FSM government buildings, they should be designated as either an academic center or a vocational center rather than serve both functions, and they should be viewed as an operational wing of the current PIC rather than as a separate high school.

Time Consideration/Calendar

All planning should be completed during 1990.

Cost Implications

Only cost would be in use of existing staff.

Recommendation 9: We recommend that serious consideration be given to phasing out the dormitory, some of the feeding service, and the supervision program provided to off-island youths and to identifying ways to accommodate those youths with extended family members, with provisions for exceptional cases.

Implementation Strategies

1. An operation and financial incentive package for extended family members should be developed to encourage such households to receive, feed, and supervise off-island students.

2. On-island and off-island community/parent meetings should be conducted to explain the new proposal and request volunteers for a one-year test with the aim of reducing by one-third the number of students served.

3. The extra costs that might be incurred by receiving households should be determined and a housing allowance grant arrangement should be developed.

4. The noon feeding program at the school site should be maintained for now.

5. It should be broadly communicated that the purpose of this program change is primarily to provide chosen family or adult supervision, to increase student motivation to learn, and to personalize daily behavior, while at the same time it will release some monies that can be applied to school building improvement.

Time Consideration/Calendar

1990: Development of program, meetings, and pilot test with one-third of dormitory students.

1991: Make modification and implement with second third of students.

1992: Make modifications and implement with last third of students.

Cost Implications

There should be a major cost savings.

Personnel

Recommendation 10: **We recommend that all personnel hiring, promotion, discipline and reward systems and policies be reviewed and improved, if necessary, to better enforce current standards regarding attendance, credentials, sick leave, vacation, and inservice training and that the necessary authority be given to the Director of Education to govern these personnel services, including needed fiscal allocations and expenditures**.

Implementation Strategies

1. A teacher/administrator performance contract approach should be developed and tested on a limited basis.

2. The DOE should consider establishing school administrator certification standards, use these standards to review the credentials of all current administrators, and develop individual professional renewal plans with enforcement authority.

3. A new employee salary distribution schedule should be implemented that provides for distributing checks one-half hour after the end of the school day on every second Friday; further, the DOE should distribute checks only to principals, and wherever possible the DOE should deliver the checks directly to the schools.

4. Noncertified teaching faculty should undergo a credential review and, where necessary, develop an individual professional improvement plan to be implemented within one to two years or face reassignment or lose the right to employment.

5. All enrollment approvals and courses scheduled for summer inservice training must reflect the identified needs of teachers and administrators. Those persons not able to enroll in such summer inservice training should be put on a nine-month contract for that year.

6. The policy that the state pays for all college credit work for administrators and teachers needs to be examined with a view to creating a cost-sharing formula.

7. A new process for teachers and administrators to record and report instructional activities, problems, and achievements needs to be more fully specified, disseminated, implemented, and enforced, by means of ongoing inservice training.

8. A professional association for teachers and administrators should be established, in affiliation with another country's existing system, that would help professionalize the two groups and provide a platform for their unified voice in professional, social, and political issues.

Time Consideration/Calendar

Activity 1: 12-18 months
Activity 2: 12 months
Activity 3: 6 months
Activity 4: 12 months
Activity 5: immediate and ongoing
Activity 6: 6 months
Activity 7: 12 months and then finalize
Activity 8: 12-18 months and ongoing

Cost Implications

Activity 1-7: Little or no cost
Activity 8: Travel and correspondence, $4,000
Activity 6: None
Activity 7: None
Activity 8: $1,000

Recommendation 11: We recommend that the DOE assist in the creation of the position of assistant principal for student services at the PIC High School with the necessary authority, funding, materials, and office space to implement a broad range of guidance, counseling, and testing services for students, teachers, and parents.

Implementation Strategies

1. A job description, professional qualifications, program expectations, and hiring procedures for this position should be determined.
2. A plan for providing leadership and assistance to other training program operators should be prepared to ensure continuity of services for all students of high-school age regardless of where they attend school.
3. It is proposed that the major focus of this new guidance and counseling thrust be on self-esteem, life goal planning, testing and interpretation, education and job planning, employability and study skills, and off-island transition skill development.

Time Consideration/Calendar

1990: 6 months for development of specifications.
Hire assistant principal, July/August
1991: Begin implementing plans and activities.
1992: Continue expanding services beyond PIC.

Cost Implications

Activity 1: Professional staff hire, $15,000
Activity 2: Materials and supplies, $5,000

Recommendation 12: We recommend studying the benefits and feasibility of hiring a highly qualified professional counselor or qualified consultant to study the need for and focus of a statewide elementary (grade 1-7) guidance and counseling program with cost and benefit implications.

Implementation Strategies

1. A survey of elementary teachers, principals, and parents should be conducted to determine their interest and support and to identify those issues that they feel should be covered by elementary counselors.

2. If the results of the survey are positive, the appropriate specialist should be hired, and the program should be pilot-tested in one of the three state districts in schools that volunteer to work with the DOE specialist.

3. It is recommended that minimally, the focus of this program should be on self-respect, respect for others, obligation to work, dignity of all workers, and job-interest development.

Time Consideration/Calendar

1990: Conduct study of needs and support.
Develop hiring specifications, program content, and pilot test plan.
1991: Conduct pilot test 1.
1992: Conduct pilot test 2.
1993: Conduct pilot test 3.

Cost Implications

Activity 1: Hiring of staff, $15,000 + consultant costs
Activity 2: Materials and supplies, $10,000

Recommendation 13: We recommend that the state DOE prepare for the possible implementation of national report recommendation 16, which would mandate increasing the qualifications of teachers and principals in their areas of specialization.

Implementation Strategies

1. The current credentials of all teachers (grades 1-12) should be analyzed and compared to the potential course requirements of the new associate degree programs proposed in the postsecondary report.

2. A DOE-wide elementary and secondary teacher professional development plan should be developed and should specify which courses each faculty member needs for CCM Board of Regents preplanning.

3. The courses that could be needed in Pohnpei to meet proposed new standards should be reported to the Board of Regents.

4. A transitional plan for teacher improvement should be recommended to the FSM, and the two-year AA degree requirement should be put aside when an individual teacher demonstrates progress in at least an associate degree program in his or her field within a five-year period.

Time Consideration/Calendar

All activities could be achieved in 1990.
1991-95: Actual teacher involvement.

Cost Implications

No costs, except for typical teacher tuition.

Curriculum

Recommendation 14: **We recommend that the Pohnpei state DOE be ready to support and collaborate with the national government in any future development of instructional materials and programs for bilingual and bicultural education.**

Implementation Strategies

1. The DOE should examine current bilingual standards, criteria for measuring achievement, and inservice training.

2. A working group of educators and others (i.e., traditional leaders) should be established to head up the examination of programs and materials.

3. The DOE should play a leadership role in convening an FSM bicultural education committee with representatives from each of the four states to examine standards of inservice training.

Time Consideration/Calendar

All strategies can be implemented on or before July 1991.

Cost Implications

Little or no cost for all activities.

Recommendation 15: **We recommend that the DOE formally request of the FSM government the immediate implementation of recommendations 7 and 10 in the national report. It is further recommended that the national government provide the funding necessary to implement these recommendations.**

Implementation Strategies

1. A process should be developed to identify and assemble existing resources (i.e., materials and persons with appropriate expertise) that can be drawn upon by the nation to support the implementation of recommendations 7 and 10.

2. If necessary, the capacity of the DOE curriculum division should be expanded for a specific period of time for the purpose of developing materials and/or working with outside contractors on the preparation of materials, training, and classroom support material necessary for the acquisition of state-specific instructional and student materials.

3. Policy and implementation rules and procedures should be developed for purchasing curriculum materials from off-island publishers that meet existing curriculum standards and that contain a full complement of teacher training aids, student instructional aids, and student achievement measurement tools.

4. The possibility of partnerships with selected publishers should be explored with a view to for possible FSM cultivation of the materials and permission for state reproduction of selected student and teacher materials.

5. The DOE should encourage and support the capability of individual teachers to develop teaching materials at the building level.

6. The DOE should study its internal printing capability and the possibility of developing a low-cost arrangement with the private sector.

Time Consideration/Calendar

Activity 1: accomplished within the 1990 calendar year
Activity 2: accomplished within the 1990 calendar year
Activity 3: accomplished within the 1990 calendar year
Activity 4: accomplished within the 1990 calendar year

Cost Implications

Activity 1: no cost
Activity 2: new staff, $15,000
Activity 3: consultants, $10,000
Activity 4: no cost
Activity 5: inservice training/supplies, $10,000
Activity 6: no cost

Finance

Recommendation 16: We recommend that all block-grant monies made available to the state be based on student enrollment formulas and that specific grant requests be disbursed directly to the DOE in a block-grant form for supporting and improving education delivery.

Implementation Strategies

1. The state should develop an operational plan for receiving block-grant funding.

2. The state should develop a special request-proposal that reflects the implementation of its top two priorities for educational improvement.

Time Consideration/Calendar

All can be achieved within a 12-month period.

Cost Implications

Activity 1: no cost
Activity 2: no cost

Recommendation 17: **We recommend that a five-year strategic resource development plan be prepared that reflects the possible financial shortfalls resulting from the reduction of federal funds, increased school-age population, and new required curriculum and facility improvements containing ideas for possible new resource generation**.

Implementation Strategies

1. A study should be conducted to determine the feasibility of assessing a special tax or levy for the ongoing support of education on all households, regardless of whether the household includes school-age children or whether such children are sent to private schools.

2. The DOE should recommend to the FSM government that it reallocate a small percentage of foreign fishing fees and the amount now spent on foreign service, for improving the schools, especially those in the Outer Islands.

3. A plan should be developed and to presented to the Pohnpei legislature that would include a special assessment to generate capital funds to purchase school buses, vocational education equipment, and facility repairs and construction.

4. A plan should be investigated to implement a small personal income tax earmarked for educational improvement for at least a five-year period.

5. A proposal for the state legislature should be developed to permit all elements of public education to provide services for a fee to be reinvested into educational

priorities in the generating district, using the model that is effectively working within the Vocational Educational Rotary Account.

Time Consideration/Calendar

All activities could be achieved within an 18-month period.

Cost Implications

Activity 1-5: No cost except where special consultants may be required.

Recommendation 18: We recommend that the state study a high-school-aged vocational training and employment loan program that would provide incentives to (1) gain vocational training off-island or in private schools in fields where training programs are currently unavailable and (2) to gain employment off-island in fields where no jobs are available in Pohnpei. These funds would be repaid on a schedule equal to the individual's ability to pay, through state service work programs and/or cash payments.

Implementation Strategies

1. A study group made up of representatives of the DOE, the legislature, the private sector, parents, and private schools should be commissioned to study the feasibility of such a plan and suggest recommendations for its implementation.

2. Materials should be developed to describe the program, including selection criteria, monitoring procedures, and methods to collect cash payments and specifications for the work program.

3. Materials should be prepared and presented to the public to explain the program, its purpose, and how it would be implemented, and ideas and information for the plan should be sought in public meetings around the state.

4. Requests for implementation funding for a pilot test of the proposed plan should be presented to the legislative body.

5. The plan should be pilot-tested in one of the three proposed districts with up to 20 students during the first year.

Time Consideration/Calendar

Activity 1: accomplished during 1990
Activity 2: accomplished during 1990

Cost Implications

Activity 1: no cost
Activity 2: preparation/printing of material, $1,000
Activity 3: miscellaneous meeting expenses, $500
Activity 4: no cost
Activity 5: no cost

Other

Recommendation 19: We recommend that higher priority be given to the encouragement of strong and active parent-teacher associations (PTAs) for all Pohnpei schools and their involvement in school activities.

Implementation Strategies

1. The DOE should communicate with the FSM government, encouraging it to assist with the establishment of a national parent group with representation from the four states to help guide the implementation of recommendation 6.
2. The Education Work Program should be reactivated; this parent and community leader forum should be used to campaign for increased involvement of parents in the operation of all schools.
3. The establishment of a state parents organization to be ready to work with the national government should be encouraged.

Time Consideration/Calendar

All activities could be implemented within the 1990 calendar year.

Cost Implications

Anticipated costs of $1,000 (maximum) would be to convene and work with a group of parent leaders several times during the 1990 year.

Recommendation 20: We recommend that a Presidential Commission be established to study the issue of concurrent national and state educational authority embedded in the Constitution, resulting in a clearer delineation of roles and the mechanics to achieve its implementation between the national and state education departments.

Implementation Strategies

1. The DOE should study the issue and identify two or three persons from the public and private sectors that could represent Pohnpei on this Commission.

2. The DOE should submit its nominees for appointment by letter to the President of the FSM.

Time Consideration/Calendar

1990-1991

Cost Implications

Little or no cost.

Recommendation 21: We recommend that enabling legislation be actively sought at the national level in the support of the creation of a National Education Department.

Implementation Strategies

1. State representatives to the Congress should be lobbied for support of such legislation.

2. Support from the state legislature and governor should be actively sought for this national legislation.

Time Consideration/Calendar

All can be achieved within the 1990 calendar year.

Cost Implications

Little or no cost.

Recommendation 22: We recommend the reexamination of the benefits and costs of developing an FSM accrediting body and procedures to be in operation within five years at both the elementary and secondary levels; we recommend the reexamination of the role Pohnpei could plan in the establishment of such a body and procedures.

Implementation Strategies

1. The needs and interest of the DOE should be communicated to both the FSM Office of Education and Board of Regents, and DOE personnel should be volunteered to form a commission to begin implementing this recommendation.

2. It should be suggested that the Pohnpei DOE be the pilot-test site at the high school level, and a detailed plan for in-kind support should be offered.

3. It is suggested that the Pohnpei DOE again volunteer to be the pilot-test site when the process of accreditation is directed at the elementary level.

Time Consideration/Calendar

This commitment could span a five-year period.

Cost Implications

Activity 1-3: In-kind cost only.

RESPONSES TO QUESTIONS POSED TO ALL RESPONDENT GROUPS (COMMON TO ALL GROUPS ONLY) IN POHNPEI

	SPSSx LABELS	CATEGORY CODE	GROUPS						RANKS	
			Leaders		Administrators		Teachers			
			%	N	%	N	%	N	Pohnpei	FSM
1a. What does it mean to be an educated person in Pohnpei?	EDPER									
Contribute to family/society/government		1	45.8	(22)	41.9	(18)	38.6	(44)	1	1
Money/job/prestige/success		2	20.8	(10)	27.9	(12)	25.4	(29)	2	2
Improving individual happiness		3	20.8	(10)	18.6	(8)	22.8	(26)	3	3
Mastery of English		4		( )	2.3	(1)	3.5	(4)	5	5
Maintain culture/tradition		5	12.5	(6)	9.3	(4)	9.6	(11)	4	4
			100.0	(48)	100.0	(43)	100.0	(114)		
1b. Should women be educated in the same ways as men?	SAME									
No		0	6.7	(2)	7.7	(2)	4.1	(3)	2	2
Yes		1	93.3	(28)	92.3	(24)	95.9	(70)	1	1
			100.0	(30)	100.0	(26)	100.0	(73)		
1c. Why should women be educated the same?	WHYSAME									
Learn appropriate division of labor		1	13.7	(7)	22.0	(9)	11.55	(13)	4	4
Equal training for leadership		2	19.6	(10)	12.2	(5)	21.2	(24)	3	3
Equip opportunities for jobs		3	31.4	(16)	39.0	(16)	36.3	(41)	1	2
Equal future challenges		4	35.3	(18)	26.8	(11)	31.0	(35)	2	1
			100.0	(51)	100.0	(41)	100.0	(113)		
2. What problems are there with schools here?	SCHHPROB									
Funds		1	14.5	(10)	24.6	(16)	21.6	(33)	2	2
Facilities/supplies/equipment		2	21.7	(15)	27.7	(18)	32.70	(50)	1	1
Unqualified faculty/staff		3	20.3	(14)	21.5	(14)	19.6	(30)	3	3
Inappropriate curriculum		4	14.5	(10)	4.6	(3)	7.8	(12)	4	4
Bad teacher attitude		5	14.5	(10)	4.6	(3)	6.5	(10)	5	5
Meshing local and western values		6	2.9	(2)	3.1	(2)	.7	(1)	8	6
Transportation/communication		7	2.9	(2)	4.6	(3)	4.6	(7)	7	7
Lack of parental involvement		8	8.7	(6)	9.2	(6)	6.5	(10)	6	8
			100.0	(69)	100.0	(65)	100.0	(153)		
3. What are some good things about schools here?	GOOD									
Enable learning of basic skills		1	10.0	(4)	23.1	(9)	27.4	(26)	3	2
Free, accessible education		2	25.0	(10)	20.5	(8)	18.9	(18)	1	3
Prepare students for change/jobs		3	12.5	(5)	5.1	(2)	7.4	(7)	6	5
Testing program		4	2.5	(1)	2.6	(1)		( )	7	7
Improvements in curriculum/good curriculum		5	20.2	(8)	23.1	(9)	11.6	(11)	4	4
Good teachers		6	25.0	(10)	17.9	(7)	22.1	(21)	2	1
Social function of school		7	5.0	(2)	7.7	(3)	12.6	(12)	5	6
			100.0	(40)	100.0	(39)	100.0	(95)		
4a. It is important for people to go to school?	SCHIMP									
No		0		( )		( )		( )	2	2
Yes		1	100.0	(30)	100.0	(26)	100.0	(71)	1	1
			100.0	(30)	100.0	(26)	100.0	(71)		

	SPSSx LABELS	CATEGORY CODE	GROUPS						RANKS	
			Leaders		Administrators		Teachers			
			%	N	%	N	%	N	Pohnpei	FSM
4b. Why is it important for people to go to school?	SCHWHY									
Make a living/success		1	33.3	(13)	42.2	(19)	37.4	(43)	1	1
Learn to respect tradition		2	2.6	(1)	2.2	(1)	6.1	(7)	4	4
Bring progress/change		3	33.3	(13)	24.4	(1)	24.3	(28)	3	3
Be productive/good citizens		4	30.8	(12)	31.1	(14)	32.2	(37)	2	2
			100.0	(39)	100.0	(45)	100.0	(115)		
5a. Why don't more children go to elementary school?	ELEM									
They go		1	44.4	(12)	46.7	(14)	55.4	(41)	1	1
Parental influence		2	37.0	(10)	26.7	(8)	24.3	(18)	2	2
Not enough space		3	14.8	(4)	6.7	(2)	4.1	(3)	4	4
Distance from school		4	3.7	(1)	20.0	(6)	16.2	(12)	3	3
			100.0	(27)	100.0	(30)	100.0	(74)		
5b. Is it important to finish elementary school?	ELEMIMP									
No		0		( )		( )		( )	2	2
Yes		1	100.0	(28)	100.0	(24)	100.0	(69)	1	1
			100.0	(28)	100.0	(24)	100.0	(69)		
5c. Why is it important to finish elementary school?	ELEMWHY									
Learn basic survival/educational skills		1	55.2	(16)	48.4	(15)	50.6	(43)	1	1
Learn to make a living		2	24.1	(7)	16.1	(5)	15.3	(13)	3	3
Enables high school attendance		3	20.7	(6)	35.5	(11)	17.6	(15)	2	2
It is the law		4		( )		( )	16.5	(14)	4	4
			110.0	(29)	100.0	(31)	100.0	(85)		
5d. Why don't more children finish elementary school?	WHYFINE									
Marriage/pregnancy/drugs		1		( )		( )	2.2	(2)	6	6
Lack of parental interest/support		2	57.1	(16)	56.3	(18)	44.4	(40)	1	1
Students lack interest/preparation		3	25.0	(7)	15.6	(5)	14.4	(13)	3	2
Teacher absenteeism		4		( )		( )	7.8	(7)	5	5
Inadequate transportation		5	10.7	(3)	9.4	(3)	4.4	(4)	4	4
They do finish		6	7.1	(2)	18.8	(6)	26.7	(24)	2	3
			100.0	(28)	100.0	(32)	100.0	(90)		
6a. Why don't more children go to high school?	HS									
Lack of facilities		1	40.6	(13)	43.9	(18)	28.9	(33)	2	2
Fail entrance exams		2	31.3	(10)	39.0	(16)	44.7	(51)	1	1
Peer pressures		3		( )		( )	3.5	(4)	6	7
Bad attitude		4	6.3	(2)	4.9	(2)	4.4	(5)	4	4
Parental/family needs		5	15.6	(5)	2.4	(1)	12.3	(14)	3	3
Bad school/teacher		6	6.3	(2)	7.3	(3)	1.8	(2)	5	8
Inappropriate curriculum		7		( )		( )	2.6	(3)	7	5
They do go/finish		8		( )	2.4	(1)	1.8	(2)	8	6
			100.0	(32)	100.0	(41)	100.0	(114)		

	SPSSx LABELS	CATEGORY CODE	GROUPS						RANKS	
			Leaders		Administrators		Teachers			
			%	N	%	N	%	N	Pohnpei	FSM
6b. Is it important to finish high school?	HSIMP									
No		0	7.7	(2)	3.8	(1)	1.5	(1)	2	2
Yes		1	92.3	(24)	96.2	(25)	98.5	(67)	1	1
			100.0	(26)	100.0	(26)	100.0	(68)		
6c. Why is it important to finish high school?	HSWHY									
Get good job		1	34.5	(9)	31.3	(10)	45.8	(38)	1	1
Able to go to college		2	46.2	(12)	43.8	(14)	30.1	(25)	2	2
Better for country		3	19.2	(5)	25.0	(8)	24.1	(20)	3	3
			100.0	(26)	100.0	(32)	100.0	(83)		
6d. Why don't more finish high school?	WHYFINH									
Parents' needs/neglect		1	25.6	(10)	32.3	(10)	20.0	(23)	2	2
Lack interest/preparation/discipline		2	38.5	(15)	29.0	(9)	30.4	(35)	1	1
Get into trouble/frustration		3	12.8	(5)	16.1	(5)	13.0	(15)	3	3
No alternative to academics		4	2.6	(1)	3.2	(1)	7.8	(9)	6	6
Lack of space		5	17.9	(7)	12.9	(4)	9.6	(11)	4	4
Marriage/pregnancy/drugs		6	2.6	(1)	6.5	(2)	14.8	(17)	5	5
They do finish		7		( )		( )	4.3	(5)	7	7
			100.0	(39)	100.0	(31)	100.0	(115)		
7a. What are the best jobs here in Pohnpei?	JOBS									
Health/education services		1	22.2	(10)	30.0	(12)	42.5	(48)	1	2
Government jobs		2	33.3	(15)	37.5	(15)	23.0	(26)	2	1
Mechanics/construction		3	6.7	(3)	7.5	(3)	5.3	(6)	5	5
Banking/business/private sector		4	22.2	(10)	20.0	(8)	12.4	(14)	3	3
Tourism (service jobs)		5	6.7	(3)		( )	5.3	(6)	6	6
Agriculture/fishing		6	8.9	(4)	5.0	(2)	11.5	(13)	4	4
			100.0	(45)	100.0	(40)	100.0	(113)		
7b. How much schooling does it take to do these jobs?	SCHJOS1									
Some elementary school		1		( )		( )		( )	8	8
Elementary school graduate		2		( )	5.6	(1)	1.5	(1)	7	7
Some high school		3	4.2	(1)		( )	15.2	(10)	4	6
High school graduate		4	16.7	(4)	5.6	(1)	37.9	(25)	2	3
Some college		5	25.0	(6)	44.4	(8)	36.4	(24)	1	2
College graduate		6	16.7	(4)	44.4	(8)	4.5	(3)	3	1
Education beyond college		7	25.0	(6)		( )	4.5	(3)	6	4
Vocational/job training		8	12.5	(3)		( )	.	(8)	4	5
			100.0	(24)	100.0	(18)	100.0	(66)		

	SPSSx LABELS	CATEGORY CODE	GROUPS						RANKS	
			Leaders		Administrators		Teachers			
			%	N	%	N	%	N	Pohnpei	FSM
7c. Do you have enough educated people to do these kinds of jobs?	PEJOBS1									
No		0	80.8	(21)	65.0	(13)	80.3	(53)	1	1
Yes		1	19.2	(5)	35.0	(7)	19.7	(13)	2	2
			100.0	(26)	100.0	(20)	100.0	(66)		
8a. What other kinds of jobs are there here?	OTHJOBS									
Health/education services		1	4.3	(2)	10.0	(4)	7.0	(10)	6	6
Government jobs		2	12.8	(6)	7.5	(3)	15.6	(22)	5	5
Mechanics/construction		3	19.1	(9)	25.0	(10)	22.7	(32)	1	3
Banking/business/private sector		4	29.8	(14)	17.5	(7)	18.4	(26)	3	2
Tourism (service jobs)		5	17.0	(8)	12.5	(5)	15.6	(22)	4	4
Agriculture/fishing		6	17.0	(8)	27.5	(11)	20.6	(29)	2	1
			100.0	(47)	100.0	(40)	100.0	(141)		
8b. How much schooling does it take to do these kinds of jobs?	SCHJOBS2									
Some elementary school		1		( )	5.9	(1)		( )	7	4
Elementary school graduate		2		( )	5.9	(1)	3.4	(2)	6	4
Some high school		3		( )	5.9	(1)		( )	7	5
High school graduate		4	44.4	(8)	29.4	(5)	25.9	(15)	1	1
Some college		5	22.2	(4)	5.9	(1)	15.5	(9)	4	2
College graduate		6	11.1	(2)	23.5	(4)	20.7	(12)	3	3
Beyond college		7	5.6	(1)	5.9	(1)	5.2	(3)	5	4
Vocational/job training		8	16.7	(3)	17.6	(3)	29.3	(17)	2	3
			100.0	(18)	100.0	(17)	100.0	(58)		
8c. Do you have enough educated people to do these kinds of jobs?	PEJOBS2									
No		0	62.5	(15)	75.0	(15)	81.7	(49)	1	1
Yes		1	37.5	(9)	25.0	(5)	18.3	(11)	2	2
			100.0	(24)	100.0	(20)	100.0	(60)		
9a. If students could bet better jobs outside of Pohnpei, would they be encouraged to take them?	OUTJOBS									
No		0	33.3	(8)	28.0	(7)	32.8	(22)	2	2
Yes		1	66.7	(16)	72.0	(18)	67.2	(45)	1	1
			100.0	(24)	100.0	(25)	100.0	(67)		

	SPSSx LABELS	CATEGORY CODE	GROUPS						RANKS	
			Leaders		Administrators		Teachers			
			%	N	%	N	%	N	Pohnpei	FSM
9b. Why should they be encouraged to take jobs outside of Pohnepi?	OUTWHY									
If they return		1	2.6	(1)	15.8	(6)	5.5	(5)	6	4
Needed here		2	15.8	(6)	15.8	(6)	17.6	(16)	3	3
Can better provide for family		3	18.4	(7)	21.1	(8)	20.9	(19)	2	2
More/better job/income opportunities		4	39.5	(15)	23.7	(9)	33.0	(30)	1	1
Greater job difficulties if return		5	2.6	(1)	2.6	(1)	1.1	(1)	7	8
Reduce population pressure		6	5.3	(2)	2.6	(1)	13.2	(12)	5	6
Skills enhancements		7	10.5	(4)	15.8	(6)	8.8	(8)	4	5
Cannot compete		8	5.3	(2)	2.6	(1)		( )	8	7
			100.0	(38)	100.0	(38)	100.0	(91)		
9c. If people leave here to get better jobs, are there any problems for them and the nation?	NATPROBS									
No		0	16.7	(4)	20.0	(5)	20.3	(13)	2	2
Yes		1	83.3	(20)	80.0	(20)	79.7	(51)	1	1
			100.0	(24)	100.0	(25)	100.0	(64)		
9d. What problems are caused for the people and the nation when they take jobs outside of Pohnpei?	PROBWHY									
Create brain drain		1	55.2	(16)	37.5	(12)	31.6	(25)	1	1
Create culture conflicts		2	3.4	(1)	12.5	(4)	24.1	(19)	3	3
Bad reflection on state		3		( )	6.3	(2)	5.1	(4)	5	5
Difficulty adapting elsewhere		4	13.8	(4)	18.8	(6)	29.1	(23)	2	2
Causes problems in return		5	27.6	(8)	25.0	(8)	10.1	(8)	3	4
			100.0	(29)	100.0	(32)	100.0	(79)		
10a. What language or languages should teachers speak in the classroom?	LANG									
Local language primarily		1	12.9	(4)	3.7	(1)	5.4	(4)	2	4
English primarily		2	6.5	(2)	11.1	(3)	5.4	(4)	2	2
English only		3	3.2	(1)	7.4	(2)	8.1	(6)	2	3
Both English and local languages		4	77.4	(24)	77.8	(21)	81.1	(60)	1	1
			100.0	(31)	100.0	(27)	100.0	(74)		
10b. What should be the main language spoken in classrooms?	MAINLANG									
English		1	52.4	(11)	50.0	(10)	61.3	(38)	1	1
Local language		2	14.3	(3)	20.0	(4)	17.7	(11)	3	3
English and local language		3	33.3	(7)	30.0	(6)	21.0	(13)	2	2
			100.0	(21)	100.0	(20)	100.0	(62)		

	SPSSx LABELS	CATEGORY CODE	GROUPS						RANKS	
			Leaders		Administrators		Teachers			
			%	N	%	N	%	N	Pohnpei	FSM
10c. What grade should start to speak English?	ENGSPEAK									
		1	55.6	(15)	66.7	(22)	83.3	(60)	1	1
		2	3.7	(1)		( )	1.4	(1)	4	5
		3	25.9	(7)	20.8	(4)	4.2	(3)	2	2
		4	3.7	(1)		( )	5.6	(4)	3	3
GRADE		5	3.7	(1)		( )	1.4	(1)	4	4
		6	7.4	(2)	4.2	(1)	2.8	(2)	3	6
		7		( )	4.2	(1)	1.4	(1)	4	6
		8		( )		( )		( )	6	7
		9		( )		( )		( )	6	7
		10		( )	4.2	(1)		( )	5	6
			100.0	(27)	100.0	(29)	100.0	(72)		
10d. What grade should start to teach English?	ENGTEACH									
		1	37.0	(10)	50.0	(12)	43.3	(31)	1	1
		2		( )		( )		( )	7	6
		3	37.0	(10)	20.8	(5)	33.3	(24)	2	2
		4	11.1	(1)	12.5	(3)	16.7	(12)	3	3
GRADE		5	3.7	(1)	4.2	(1)	1.4	(1)	5	5
		6	3.7	(1)	8.3	(2)	2.8	(2)	4	4
		7	3.7	( )		( )	1.4	(1)	6	7
		8	3.7	(1)		( )		( )	6	8
		9		( )		( )		( )	7	8
		10		( )	4.2	(1)		( )	6	9
			100.0	(24)	100.0	(24)	100.0	(71)		
11a. Should the national government or the states determine education policies?	NATPOL									
FSM		1	19.2	(5)	16.0	(4)	14.7	(10)	3	3
States		2	46.2	(12)	44.0	(11)	57.4	(39)	1	2
FSM and states jointly		3	34.6	(9)	40.0	(10)	27.9	(19)	2	1
			100.0	(26)	100.0	(25)	100.0	(68)		
11b. Why do you feel this way about who should determine education policies?	WHYPOL									
State knows needs/problems best		1	42.9	(12)	57.7	(15)	54.4	(37)	1	1
FSM knows needs/problems best		2	25.0	(7)	11.5	(3)	16.2	(11)	3	3
Depends on issue		3	32.1	(9)	30.8	(8)	29.4	(20)	2	2
			100.0	(28)	100.0	(26)	100.0	(68)		
12a. Who does a better job in Pohnpei, the public or private schools?	PUBPRI									
Public		1	7.7	(2)	34.8	(8)	11.7	(7)	2	2
Private		2	92.3	(24)	65.2	(15)	88.3	(53)	1	1
			100.0	(26)	100.0	(23)	100.0	(60)		

	SPSSx LABELS	CATEGORY CODE	GROUPS						RANKS	
			Leaders		Administrators		Teachers			
			%	N	%	N	%	N	Pohnpei	FSM
12b. Why do you think this way?	BETWHY									
Quality of education/curriculum		1	41.9	(13)	27.3	(9)	31.2	(29)	1	1
Accountability required		2	9.7	(3)	12.1	(4)	11.8	(11)	4	4
Better teachers		3	9.7	(3)	21.2	(7)	18.3	(17)	2	2
Irresponsible public school teachers		4	3.2	(1)	3.0	(1)		( )	8	8
Better discipline		5	12.9	(4)	9.1	(3)	10.8	(10)	5	5
Selectivity of student body		6	9.7	(3)	21.2	(7)	18.3	(17)	2	3
Parents more supportive		7	9.7	(3)	6.1	(2)	8.6	(8)	6	6
Teach in English		8	3.2	(1)		( )	1.1	(1)	7	7
			100.0	(31)	100.0	(33)	100.0	(93)		
13. Where were you born?	BORN									
Same island		1	55.2	(16)	76.9	(20)	85.2	(60)	1	1
Other FSM island		2	24.1	(7)	11.5	(3)	5.5	(4)	3	3
Outside FSM		3	20.7	(6)	11.5	(3)	12.3	(9)	2	2
			100.0	(29)	100.0	(26)	100.0	(73)		
14. Did you ever live elsewhere?	LIVEELSE									
No		0	10.7	(3)	19.2	(5)	45.7	(32)	1	1
Yes		1	89.3	(25)	80.8	(21)	54.3	(38)	2	2
			100.0	(28)	100.0	(26)	100.0	(70)		
15. If yes, where did you live?	WHERE									
Other FSM island		1	23.5	(10)	15.6	(5)	21.8	(12)		
Other Pacific island, exclusive of Hawaii		2	20.9	(9)	21.9	(7)	32.7	(18)		
Hawaii		3	16.3	(7)	34.4	(11)	18.2	(10)		
U.S. mainland		4	25.6	(11)	25.0	(8)	23.6	(13)		
Other		5	14.0	(6)	3.1	(1)	3.6	(2)		
			100.0	(43)	100.0	(32)	100.0	(55)		
16. What was your age on your last birthday?	AGE									
Mean			44.4		47.3		35.5			
Median			41.0		48.0		33.0			
17. What languages do you speak?	LANGS									
One FSM language plus English		1	40.0	(16)	41.7	(15)	50.0	(44)		
More than one FSM language plus English		2	30.0	(12)	27.8	(10)	29.5	(26)		
Another language		3	30.0	(12)	27.8	(10)	19.3	(17)		
		4		( )	2.8	(1)	.1	(1)		
			100.0	(40)	100.0	(36)	100.0	(88)		
18. Are you married?	MARRY									
No		0	3.7	(1)	19.2	(5)	10.8	(8)		
Yes		1	96.3	(26)	80.8	(21)	89.2	(66)		
			100.0	(27)	100.0	(26)	100.0	(74)		

	SPSSx LABELS	CATEGORY CODE	GROUPS					
			Leaders		Administrators		Teachers	
			%	N	%	N	%	N
19. Do you have children?	CHILD							
No		0	3.6	(1)	11.5	(3)	9.6	(7)
Yes		1	96.4	(27)	88.5	(23)	90.4	(66)
			100.0	(28)	100.0	(26)	100.0	(73)
20. How many children do you have?	NUMCHILD							
Mean			4.6		7.3		4.7	
Median			4.0		8.0		4.0	
21. What is age of your youngest child?	AGECHI1							
Mean			6.7		7.0		5.8	
Median			5.0		7.0		5.0	
22. What is age of your oldest child?	AGECHI2							
Mean			18.9		21.6		16.0	
Median			16.0		22.0		16.0	
23. How long have you held your current position?	POSITION							
Less than one year		1	3.4	(1)	7.7	(2)	6.8	(5)
1-5 years		2	58.6	(17)	46.2	(12)	24.3	(18)
6-9 years		3	31.0	(9)	11.5	(3)	13.5	(10)
10 years or more		4		( )	34.6	(19)	55.4	(41)
		5	6.9	(2)	10.0	(26)		( )
			100.0	(29)	100.0	(30)	100.0	(74)
24. How many years of your life have you had a salaried job outside of your house?	YEARS							
Mean			17.2		23.0		15.7	
Median			18.0		24.0		16.0	
25. Do you think you earn--	EARN							
More than most		1	73.9	(17)	56.5	(13)	15.7	(11)
About the same		2	26.1	(6)	30.4	(7)	51.4	(36)
Less than most		3		( )	13.0	(3)	32.9	(23)
			100.0	(23)	100.0	(23)	100.0	(70)
26 How many years of schooling have you had?	EDUC							
Mean			16.9		14.6		14.9	
Median			17.0		15.0		15.0	
27. Do you hold any diplomas or degrees?	DIPS1							
Elementary		1	41.7	(20)	36.6	(15)	35.7	(40)
High school		2	12.5	(6)		( )	6.3	(7)
Associate degree		3	8.3	(4)	29.3	(12)	40.2	(45)
College degree		4	27.1	(13)	26.8	(11)	15.2	(17)
Graduate degree		5	10.4	(5)	7.3	(3)	2.7	(3)
			100.0	(48)	100.0	(41)	100.0	(112)

	SPSSx LABELS	CATEGORY CODE	GROUPS					
			Leaders		Administrators		Teachers	
			%	N	%	N	%	N
28. Have you had other schooling?	DIPS2							
No		0	20.0	(5)	42.3	(11)	41.5	(27)
Yes		1	80.0	(20)	57.7	(15)	58.5	(38)
			100.0	(25)	100.0	(26)	100.0	(65)
29. Are you continuing your education now?	CONT							
No		0	70.4	(19)	43.5	(10)	36.8	(25)
Yes		1	29.6	(8)	56.5	(13)	63.2	(43)
			100.0	(27)	100.0	(23)	100.0	(68)
30. Did you ever attend a private elementary or high school?	PRIVSCH							
No		0	51.7	(15)	56.0	(14)	64.8	(46)
Yes		1	48.3	(14)	44.0	(11)	35.2	(25)
			100.0	(29)	100.0	(25)	100.0	(71)
31. If yes, what grades did you attend a private school?	GRADES							
1-3		1	16.7	(2)	18.2	(2)	17.4	(4)
4-6		2	25.0	(3)	9.1	(1)	43.5	(10)
7-9		3	8.3	(1)	18.2	(2)	30.4	(7)
10-12		4	50.0	(6)	54.5	(6)	8.7	(2)
			100.0	(12)	100.0	(11)	100.0	(23)
32. Where did you go to school?	PLACE							
One island in FSM		1	3.8	(1)	24.0	(6)	32.4	(22)
More than one island in FSM		2		( )	4.0	(1)	10.3	(7)
Outside FSM only		3	15.4	(4)	8.0	(2)	7.4	(5)
Both in and outside FSM		4	80.8	(21)	64.0	(6)	50.0	(34)
			100.0	(26)	100.0	(15)	100.0	(68)

KOSRAE EDUCATIONAL LEADERSHIP WHO CONTRIBUTED TO STATE RECOMMENDATIONS AND IMPLEMENTATION STRATEGIES

George P. Singkitchy, State Director of Education
Joshua Phillip, State Librarian
Robert Phillip Tankiat, Science Program Coordinator
Cainer Toske, Student Services Office
Josaian F. Wagulc, Population Education Specialist
George Tilfas, SMH Supervisor
Gibson Mongkeya, Mathematics Specialist
Alexander Sigrah, Food Service Coordinator
Wilson Kephas, Special Education Program Specialist
Alister Tolinoa, Curriculum Developer
Henry Robert, Administrator
Jerry Hichi, Program Coordinator
Tulensa Sigrah, School Principal
Shiro Timothy, School Principal
Moses Noda, Staff Development Coordinator
Albert Tilfas, School Principal, UEWE
Julieta C. Ablar, Health/Nutrition Specialist
Saysar Lufs, Evaluation Specialist
Willer Benjamin, Social Studies Specialist
Hena Kilafwasru, Liaison Specialist
John William, Testing/Evaluation Specialist
John Edwin, Principal
Masaki Thomson, Education Specialist

Note: Also participating were the State Legislature Speaker, Vice Speaker, Committee on Education Members, and Legal Council.

Project Staff

Gary Grossman
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KOSRAE

State Overview

There are four municipalities in Kosrae: Lelu, Malem, Utwa, and Tafunsak, with Walung a separate village of the Tafunsak municipality. The center of Kosraean government operations and the high school are part of the Lelu municipality but are located away from the population center.

Protestant missionaries were successful in establishing Christianity on Kosrae. Today, Kosraean society is deeply affected by religious, life with prayers opening and closing public meetings and church music having a high degree of cultural importance. Although the predominant religion is that of the Congregationalist American Board of Foreign Missions, the only church-supported private school on Kosrae is operated by the Seventh-Day Adventists (SDA).

Kosrae is, in many ways, the state in which educational problems are the least severe. It was evident to the study team that this quite beautiful state had resolved a number of fundamental problems relative to employment and education that other states had not. It is tempting, therefore, to regard Kosrae as a model of educational development.

Indeed, some in the FSM do in fact regard Kosrae as such an example. Without question, many conditions are better than elsewhere and there is an obvious pride about this among Kosraen citizens. Yet, to inordinately discredit citizens of other states would be tremendously unfair. Kosrae has some unique natural advantages that make it considerably easier to maintain an effective educational program. It has much smaller population than other states, all of which is concentrated in one relatively small area. Further, it contains a homogeneous population, most of whom are of the same faith. Finally, the existing funding formula tends to favor smaller states on a per capita basis. Consequently, it is reasonable that conditions should be relatively better in Kosrae then elsewhere.

Still, this fact is relative. There are still many challenges for the people of Kosrae to address and conditions to improve. Kosrae has not, despite obvious advantages, completely accomplished all of its educational objectives. It is noteworthy, however, that considerable progress has been made and some good work is being done.

The population Kosrae was of over 6,600 in 1986 (Kosrae State 1986 Census Report 1989) and it is the least populous state in the FSM. However, as indicated earlier in the report, the Kosraean population has grown much faster than the total FSM population. The growth rate was 3 percent per year between 1980 and 1986. At this rate, the population could double in 23.5 years. This creates potential problems for education; the number of potential students is rapidly increasing at the same time that potential funding, due to the status of the Compact of Free Association, is decreasing.

It was reported to the study team that there are approximately 1,100 people in Kosrae with salaried, nonagricultural jobs.

About 800 of these have government jobs. The Department of Education is the largest single employer in Kosrae.

About 300 persons are employed in the private sector. Their jobs are primarily in retail sales and services (e.g., car repair mechanic and restaurant worker). However, these jobs are principally in smaller, family-run enterprises. It is, therefore, difficult for people who are not members of those extended families to obtain many private sector jobs.

The municipalities of Kosrae are connected by gravel roads that appear to be well maintained. A road is now under construction to Walung, which is currently accessible only by boat. Electricity and running water are available in the municipalities; however, Walung will not receive electricity until the road is finished. Limited telephone service is available.

Economic development plans for Kosrae focus on agricultural and marine projects. Citrus trees--oranges, tangerines, limes--have been planted and are bearing fruit. The fruit is being sold in the local market but apparently not yet being exported to other states in the FSM. A great deal of concern was voiced in interviews about environmental protection and the need to avoid projects that will adversely affect the ecology of the island.

Only one local language is spoken, Kosraean. As pointed out in the Kosrae state government's First Five-Year Education Plan (1986), there is presently a tendency for English to enjoy greater prestige than Kosraen. Historically, this trend has shown up in other developing areas such as Guam and Hawaii, with the result that the local language is no longer the language of daily use.

Therefore, planning for language use and language policy becomes of increasing importance at this time to the whole community and not just the education system. Consequently, the decisions made concerning education in Kosrae will have a far-reaching effect across the state.

There are a number of social, economic, cultural, and geographic conditions identified by the project team and in the Kosrae Five-Year Education Plan that are likely to directly or indirectly influence planning and implementation of strategies to improve the education system in Kosrae. For example, state economic development plans call for extensive development of the state's agriculture and marine resources--development that has the potential for influencing curriculum in the schools. However, in spite of the plan, there is movement away from the extended-family dwelling to single-family dwellings and a high degree of prestige awarded to white-collar or office jobs as compared to farming and fishing. In addition, the project team that visited Kosrae was informed that: (1) there is a large group of dissatisfied youths who have returned from postsecondary training obtained outside of Kosrae with no useable job skills; (2) other, dissatisfied youths have remained on Kosrae but do not value work that is currently of economic importance to the island; and (3) young people with entrepreneurial ideas (e.g., opening a restaurant) are often denied this opportunity on their own and have to join up with older members of their family in order to begin a business because of the cultural mores related to respect for age.

Kosrae and all other islands in the state are close enough to be connected to Kosrae by bridges or causeways. Thus, communication between the state Department of Education and the schools is more easily accomplished than in the other states of the FSM where there are outer islands a substantial distance from the state center. This, as much as any other factor, has contributed to Kosrae's comparative political stability and economic prosperity.

Survey Results

The expectations and perceptions of the public education system by the citizens of Kosrae are also likely to influence how the education system is structured, governed, and administered in the future. Information about expectations and perceptions of the public education system in Kosrae was gained in two ways: through interviewing citizens and conducting a formal survey. The answers to the open-ended questions were wide-ranging and often detailed. The range of answers was examined and categorized into general statements (e.g., contribute to family/society/government), as explained in the methodology section of the national report.

Survey participants included three kinds of constituencies--persons designated as being leaders in Kosrae society, school administrators, and teachers. The results of the survey are reported in the summary table at the end of this state report. Some of the major expectations and perceptions of the educational system currently in place are presented below using data from the survey.

Leaders, school administrators, and teachers believed that being an educated person in Kosrae meant first that one contributed to family, government, and society. Second, it led to achieving individual happiness. Third, it meant achieving success in life as demonstrated by holding a good job, earning sufficient money, and having prestige.

Survey participants were then asked whether women should be educated in the same ways as men. Thirty-nine out of 41 respondents answered in the affirmative. The three most frequently stated reasons were: (1) to prepare them to meet future challenges facing Kosraen society; (2) to give them an equal opportunity to obtain jobs; and (3) to provide them with equal training for leadership. Survey data specific to the importance of being an educated person and equality of education to both sexes are found in questions 1a, 1b, and 1c in the summary tables at the end of this state report.

There was no question in the minds of survey respondents regarding the importance of formal schooling as a requisite for becoming an educated person. One hundred percent of the respondents stated that it was important for children to go to school (question 4a). The major reasons given included the need for them to ultimately make a living, to become good and productive citizens, and to bring about change and progress in the society (question 4b). In addition, 100 percent of the those responding to question 5b agreed that it was important to finish elementary school, and 38 out of 39 responding to question 6b agreed on the importance of finishing high school.

Survey participants (as well as those interviewed) not only expressed what they expected from their schools but also indicated what they believed to be the educational system's major problems. For example, when asked to list the major problems of the public schools in Kosrae, survey respondents most frequently reported: (1) inadequate facilities, supplies, and equipment; (2) inadequate funds; (3) unqualified faculty/staff; and (4) inappropriate curriculum (question 2).

In any planning to improve the education system, it may also be worthwhile to know what Kosraen leaders, teachers, and school administrators stated as being some good things about the current school system (question 3). These individuals rated good teachers, free and accessible education, and the transmission of basic educational skills as the best things about the current system, in that order. Interestingly, three other critical attributes of a quality education system--good curriculum, preparing students for change/jobs, and skills testing programs--were not rated as the best things about the education system in Kosrae.

The state operates under the FSM compulsory education attendance law for children 6-14 years old. Although enrollment is not monitored, the general impression from interviews is that almost all of the children do start elementary school and many of them graduate from the eighth grade.

With regard to why more children did not complete their elementary education, the most frequently offered explanation was a lack of parental interest and support. The second most frequently offered explanation was that those who did not finish lacked interest and or preparation (question 5d).

Parental and family needs were the most frequently reported reason to explain why students did not go to high school, whereas a bad attitude was the second most frequently mentioned reason (question 6a). Asked why more students did not finish high school, respondents gave as major reasons the following: some students lacked interest, preparation, and/or discipline; some students got into trouble or became frustrated with schooling; and parents neglected them or needed them at home.

Education is seen in Kosrae as necessary if one is to obtain a good job. Survey respondents ranked government jobs as the best kind, followed by jobs in banking and business (question 7a). Most of the respondents believed that these best jobs required at least some college work (question 7b). Other jobs not considered as the best included those in farming and fishing, mechanics, and construction and service jobs within the private sector (question 8a). These less desirable jobs were seen as requiring either on-the job training or vocational training (question 8b). And, in spite of the fact that the majority of persons believed that there were not enough educated people to fill the jobs that were available in Kosrae (questions 7c and 8c), approximately two-thirds of those responding to question 9a would encourage students to leave Kosrae to obtain better jobs. The interrelationship of jobs, economic development, and the education system cannot be overlooked in Kosrae.

The Elementary and Secondary School System

Several major components of the education system are described next. These include its governance, personnel, infrastructure, and financing. Recommendations intended for the improvement of the educational system follow.

Kosrae has five public elementary schools, one in each of the municipalities and in Walung; one public high school; and one private elementary school, the SDA school located in Tafunsak. School enrollment for the 1988-89 school year was 2,389, with 1,686 elementary students, 572 secondary students, and 15 students in programs for the multiply handicapped (Kosrae Department of Education 1989b).

Special education is provided through preschools for slow learners, resource rooms at the elementary schools for students with mild learning or behavior problems, and special-class services for moderately to severely handicapped students. In 1989, students in the special classes attended school three days each week and received services at home on the other days (Coale and Kawatachi 1989).

Governance and Administration

A top-down governance structure is in place in the education system in Kosrae. The state Department of Education (DOE) manages and administers the system. The highest official in the Department of Education is the Director, who is appointed by the Governor.

Currently, there is no state Board of Education, although there had been one in the past (Kosrae State Curriculum Framework 1983). There are no local boards of education. There are open advisory boards, such as the Manpower Development Committee, but interview information indicates that these committees are not currently operating.

The five-year education plan states that the long term educational goals for Kosrae are directed toward achieving the five political, economic, and social targets included in the Kosrae state economic development plan. The five targets are as follows: (1) attain economic self-sufficiency; (2) strengthen the culture; (3) increase the standard of living and the quality of life; (4) create conditions that will afford all households the opportunity to earn a cash income; and (5) protect the environment.

Infrastructure

The land on which the schools are built is owned by the government. In some instances, limited space has necessitated building a second story on buildings in order to provide sufficient classrooms. However, the problems faced by other FSM states, where schools are built on leased land, will not have to be faced in Kosrae.

Most of the elementary schools and the high school have electricity, although not in all the buildings at each school. Lighting fixtures and fans are needed in many of the buildings.

It does not seem possible for the schools (or, for that matter, the state Department of Education) to maintain operational restrooms. The Report on Education: 1988 (Kosrae Department of Education 1989a) indicates that no school restrooms are in good condition. All restrooms were evaluated as fair or poor (p. 10). Whatever the reasons--and despite the fact that relative to the rest of the FSM, Kosrae's facilities are quite good--attention to this problem is needed.

School buildings and school yards are generally neat and clean and have a good general appearance. Trash barrels are in evidence everywhere and they are used. The buildings have concrete floors, louvered windows with wide-mesh screens, and corrugated tin roofs. However, every public elementary school has at least one substandard classroom that needs to be replaced (Kosrae Department of Education 1989a). In addition, the roof needs to be replaced on the buildings of Kosrae High School.

Survey data do, however, support team observations about the present conditions of the infrastructure supporting education in Kosrae. Leaders, school administrators, and teachers are in agreement that inadequate facilities are a major impediment to a quality education.

The elementary schools have play areas and basketball courts but little or no playground equipment. The high school has a basketball court, tennis courts, and areas for baseball and volleyball. There is a great deal of competition among municipalities in sports. Players include young adults as well as students. There are community sports programs.

It was suggested in interviews that like the high school, the elementary schools should be fenced. Fencing around the property would deter vandalism and the destruction of property that sometimes occurs. If parents and the community felt that the school belonged to them, vandalism could be controlled by a civic patrol of the school area.

Kosrae is in the fortunate position of currently having enough spaces in the high school to accommodate all the eighth grade graduates; the screening tests necessary in Kosrae and Kosrae to limit enrollments are not needed in Kosrae. In fact, there are students from both Kosrae and other islands attending Kosrae High School. However, the DOE and the high school administration are cognizant of the population growth trend, which will soon mean that there will not be enough spaces for all Kosrae eighth-grade graduates. Additional classrooms are being built at the high school, but additional costs for teachers and equipment will have to be taken into account.

Students are bused to the high school from all the municipalities on Kosrae. However, transportation is not available for the elementary students, some of whom walk for 30 to 45 minutes to get to school. Interestingly, survey data did not indicate that Kosraen leaders, school administrators, or teachers believed transportation to be a significant problem.

Personnel

All public school staff members (principals, vice-principals, teachers, and cooks) are employees of the DOE. Teachers are subject to the FSM requirements for certification. No certification requirements are in place for administrators. There is mandatory retirement at age 55 (Report on Education: 1988).

An often-mentioned problem in interviews was the low morale of teachers and associated absenteeism. In addition to the culturally required days off for funerals, apparently there is also absenteeism for other reasons. No funding for substitutes is available, so classes that cannot be covered by administrators or other teachers simply do not meet. The problems of moral and absenteeism are reflected in part by survey data that indicated Kosraen leaders as well as school administrators believed that unqualified education faculty and staff were a serious problem in Kosrae.

A four-day work week for government employees (primarily DOE employees) was instituted at the beginning of the school year in 1989. The legislature passed a law to this effect, indicating that Fridays were to be used for working on the land and other economic development projects. Although ambitious in concept, the plan has been difficult to monitor--not all are using Friday to work on the land. The evaluation unit of the state Department of Education is conducting a study to see if the four-day work week will help in cutting back teacher-days lost.

In order to assist teachers in meeting certification requirements, distance-learning courses from the University of Guam are offered to teachers during the school year. Other courses are offered during the summer, along with workshops and seminars.

Because of the way certification requirements are stated, coursework toward an associate degree or a bachelor's degree in any area, not necessarily in education and not necessarily in specific teaching content, counts toward certification. Teachers can use these courses to meet the requirements for obtaining and maintaining certification and to obtain bachelor's degrees. However, not all of the most needed courses are available to teachers. According to interview information, some content areas (e.g., science) appeared to be completely neglected.

Teachers are evaluated, using observation and a standardized rating schedule, by the testing and evaluation unit. No similar evaluation is currently being done for administrators. Even so, the testing and evaluation procedure is by far the most comprehensive in the FSM.

Curriculum

There appeared to be general agreement among the people of Kosrae who were interviewed that an educated person knew and understood the culture of Kosrae and the culture of the "outside." There was a particular desire that their language continue to be used, along with the acknowledgement that English (and possibly Japanese) was necessary for off-island education and for economic development.

While most of the people interviewed indicated that girls should be educated the same as boys, it appeared that this meant currently that girls should attend elementary school and probably go to high school but should not expect to participate in off-island postsecondary education. It was felt that education for women was important for their roles as wives and mothers--educated women would do a better job of raising their children and helping the family to get ahead.

A state-approved curriculum framework was completed in 1983 by Kosrae Department of Education staff and the Curriculum Research and Development Group, College of Education, University of Hawaii. Areas included in the framework are language arts, mathematics, science, social studies, special education, vocational education, and health and nutrition.

In the public-school seventh and eighth grades, traditional skills (e.g., mat weaving) are taught as "vocational" skills. The high school offers vocational education in five areas, based on the 1967 U.S. vocational education amendments: agriculture, construction, mechanics, business, and home economics. These programs are limited by lack of equipment and, in the case of the business program, a need to share classrooms with other subject areas. Additionally, because of the bias toward white-collar government jobs, the vocational education programs are perceived as having low status, so that even if students are interested, their families may prefer that they follow the academic track.

In the public schools, instruction in English begins relatively late, probably as a result of the U.S. bilingual education program and the concern for maintaining the local language. As a result, families who can afford it and who are interested in having their children get into postsecondary education send their children to the Seventh-Day Adventist school, where all instruction is in English, starting with kindergarten.

Survey data indicated that Kosraean leaders were equally divided about what language should be the main one used in the schools. Fifty percent said English only, and 50 percent said English and Kosraen. Forty-six percent of the school administrators believed that English should be the language used, but 27.5 percent believed it should be English and Kosraen and 27.5 percent wanted Kosraen alone. Teachers more than the other two groups felt that English should be the language of instruction (64.3 percent). It was evident that the issue of what language should be used for instruction still needs to be resolved.

The SDA teachers are fluent English-speakers and include people from Guam, the United States, and England. Public school teachers tend to be less fluent in English and often use Kosraean in the classroom at the upper elementary levels and in many of the high school classes. Some interest was expressed in incorporating instruction in Japanese into the high school curriculum to facilitate participation for training programs offered by Japan.

The summary report of testing activities in the school years 1988-89 (Evaluation Unit 1989), prepared and submitted by the evaluation unit of the DOE, indicated that Kosrae students generally performed below their grade levels, based on the Stanford Achievement Tests (standardized tests in English). In language, reading, and listening skills, the average Kosrae student performed below the third-grade level on the Primary 3 form, and in the same skill areas, eighth-graders performed below the 6.0

grade level. In the curriculum-referenced mathematics tests, developed locally, fourth-graders scored higher on the average than in previous years, but the mean scores for eighth-graders declined. The Stanford Tests of Academic Skills (in English) showed that Kosrae High School was graduating students who, on the average, are performing below the ninth-grade level in all major competencies.

Finance

The fiscal year 1990 budget for the Kosrae DOE included a total of $2,018,267, as approved by the Kosrae State Legislature. Of this total, $696,702 came from 211(a)(4) funds, $917,485 came from 221(b) funds, and $404,080 from foreign assistance funds. No funds from the state revenue fund were included in the education budget. Of the total, $868,721 was budgeted for elementary education, $340,682 for secondary education, $704,678 for special programs, and $104,186 for the director's office. The number of positions budgeted was 251, four less than requested by the DOE.

Special programs include budgeting and financial management, staff development, testing and evaluation, field services (including new construction, repair, and maintenance), library, food service program, student services, and specialist assistance to schools.

Funding for the current food service program extends through the 1989-90 school year. The menu for lunch the day of the visit to Malem Elementary was rice, stewed chicken, and local fruits.

The lunch program was denounced by several of the people interviewed as a dependency program. The feeling is that the Kosraeans can feed their own children. It seems probable that they will work out a way to offer an effective lunch program after the U.S. funding stops.

Summary

Kosrae shares many of the same problems that exist elsewhere in the FSM, albeit to a different degree than one finds in other states. However, there is a certain recognition that still more needs to be accomplished. To this end, the educational leadership of Kosrae established the recommendations on the following pages.

STATE RECOMMENDATIONS, IMPLEMENTATION STRATEGIES, TIME, AND COST CONSIDERATION

Governance and Administration

Recommendation 1: **We recommend that the Kosrae State Legislature endorse, as a separate bill, the reorganization proposed by the Kosrae Department of Education, provided it adequately links its functions to those national functions outlined in national recommendation 2.**

Implementation Strategies

1. Examine new national Department of Education and align leadership of Kosraen departments (instructional services, curriculum and instructional materials development, and programs and facilities) to link with the four national government functions.
2. Hold public hearing(s) to inform citizens concerning proposed bill prior to passage and its impact after passage.
3. Plan for/announce plan for changes in staff deployment and functions to occur after implementation of proposed reorganization.

Time Consideration/Calendar

All activities can be accomplished in calendar year 1990.

Cost Implications

No costs over staff time prior to implementation.

Recommendation 2: **We recommend that a study be made concerning flow and quality of information between units of the Kosrae State government and between Kosrae and the national government.**

Implementation Strategies

1. Examine degree to which communication is adequate for planning as evidenced by adequacy of planning processes.
2. Examine response pattern between the state Department of Education and national government for the purpose of removing barriers to communication.

Time Consideration/Calendar

All activities to be completed in 1990.

Cost Implications

No costs other than staff time.

Recommendation 3: We recommend that higher priority be given to the development of strong and active parent advisory committees (PACs) for all Kosrae schools and their involvement in school activities.

Implementation Strategies

1. The DOE should communicate with the FSM government, encouraging it to assist with the establishment of a national parent group with representation from the four states to help guide the implementation of recommendation 6.

2. The establishment of a state parents organization to be ready to work with the national government should be encouraged.

Time Consideration/Calendar

All activities could be implemented within the 1990 calendar year.

Cost Implications

Anticipated costs of $1,000 (maximum) would be to convene and work with a group of parent leaders several times during the 1990 year.

Recommendation 4: We recommend the establishment of and commitment to a high priority for vocational education in grades 1-12. Also, the DOE and high school governance and structures should be modified to ensure strong leadership, authority and responsibility for delivering and monitoring all youth training directed specifically to current and projected manpower needs in the state.

Implementation Strategies

1. Vocational education should be a unit of the DOE structure, managed by a chief who has broad experience and credentials.

2. The vocational division should be responsible for the planning, development, and delivery of all prevocational programs at the elementary schools and junior high schools.

3. New and complete articulation agreements in each or most of the vocational areas should be established with other training providers.
4. All Job Training Partnership Act (JTPA) programs should be placed under the direction of the vocational director or should at least have a strong articulation agreement in operation.
5. The DOE's ability and willingness to design the curriculum standards and other elements needed to implement recommendation 9 in the national report should be formally communicated to the FSM Government.
6. The administrative structure at the high school level should include a vice principal for vocational education supported by a strong private-sector advisory committee drawn from the state or community.

Time consideration/Calendar

All activities should be implemented on or before July 1991.

Cost Implications

Activity 1: new staff salary, $15,000-$25,000
Activity 2: consultants, $10,000
Activity 3, 4, and 5: no cost
Activity 6: new high school staff, $13,000-$20,000

Personnel

Recommendation 4: We recommend that all personnel hiring, promotion, discipline and reward systems and policies be reviewed and improved, if necessary, to better enforce current standards regarding attendance, credentials, sick leave, vacation, and inservice training and that the necessary authority be given to the Director of Education to govern these personnel services, including needed fiscal allocations and expenditures.

Implementations Strategies

1. A teacher/administrator performance contract approach should be developed and tested on a limited basis. These performance criteria should include performance evaluations, student test data, certification progress, and compliance with departmental goals, among other factors.

2. The DOE should consider establishing school administrator certification standards, use these standards to review the credentials of all current administrators, and develop individual professional renewal plans with enforcement authority.

3. Noncertified teaching faculty should undergo a credential review and, where necessary, develop an individual professional improvement plan to be implemented within one to two years or face reassignment with ultimate loss of employment for failure to comply.

4. All enrollment approvals and courses scheduled for summer inservice training must reflect the identified needs of teachers and administrators. Those persons not able to enroll in such summer inservice training should be put on a nine-month contract for that year.

5. The policy that the state pays for all college credit work for administrators and teachers needs to be examined with a view toward creating a cost-sharing formula.

6. A new process for teachers and administrators to record and report instructional activities, problems, and achievements needs to be more fully specified, disseminated, implemented, and enforced, by means of ongoing inservice training.

7. A professional association for teachers and administrators should be established, in affiliation with another country's existing system, that would help professionalize the two groups and provide a platform for their unified voice in professional, social, and political issues.

Time Consideration/Calendar

Activity 1:	12-18 months
Activity 2:	12 months
Activity 3:	6 months
Activity 4:	immediate and ongoing
Activity 5:	6 months
Activity 6:	12 months and then finalize
Activity 7:	12-18 months and ongoing

Cost Implications

Activity 1-6:	Little or no cost
Activity 7:	$1,000

Recommendation 5: We recommend that the state DOE prepare for the possible implementation of national report recommendation 16, which would mandate increasing the qualifications of teachers and principals in their areas of specialization.

Implementation Strategies

1. The current credentials of all teachers (grades 1-12) should be analyzed and compared to the potential course requirements of the new associate degree programs proposed in the postsecondary report.
2. A DOE-wide elementary and secondary teacher professional development plan should be developed and should specify which courses each faculty member needs for CCM Board of Regents preplanning.
3. The courses that could be needed in Kosrae to meet proposed new standards should be reported to the Board of Regents.
4. The state should be free to address any emerging manpower needs by developing a limited time, non-renewable Temporary Certificate for those seeking degrees as outlined in national recommendation 16 and a Special Certificate for those exempt from such requirements, such as teachers of local culture and language.

Time Consideration/Calendar

All activities could be achieved in 1990. 1991-95: Actual teacher involvement.

Cost Implications

No costs, except for teacher tuition.

Curriculum

Recommendation 6: We recommend that the DOE formally request of the FSM government the immediate implementation of recommendations 7 and 10 in the national report. It is further recommended that the national government provide the funding necessary to implement these recommendations.

Implementation Strategies

1. A process should be developed to identify and assemble existing resources (i.e., materials and persons with appropriate expertise) that can be drawn upon by the nation to support the implementation of recommendations 7 and 10.

2. If necessary, the capacity of the DOE curriculum division should be expanded for a specific period of time for the purpose of developing materials and/or working with outside contractors on the preparation of materials, training, and classroom support material necessary for the acquisition of state-specific instructional and student materials.

3. Policy and implementation rules and procedures should be developed for purchasing curriculum materials from off-island publishers that meet existing curriculum standards and that contain a full complement of teacher training aids, student instructional aids, and student achievement measurement tools.

4. The possibility of partnerships with selected publishers should be explored with a view to for possible FSM cultivation of the materials and permission for state reproduction of selected student and teacher materials.

5. The DOE should encourage and support the capability of individual teachers to develop teaching materials at the local level.

6. The DOE should study its internal printing capability and the possibility of developing a low-cost arrangement with the private sector for items specific to Kosrae, such as Kosraen citizenship.

Time Consideration/Calendar

Activities 1-6 accomplished within the 1990 calendar year

Cost Implications

Activity 1: no cost
Activity 2: new staff, $15,000
Activity 3: consultants, $10,000
Activity 4: no cost
Activity 5: inservice training/supplies, $10,000
Activity 6: no cost

Recommendation 7: We recommend that the Kosrae state DOE be ready to support and collaborate with the national government in any future development of instructional materials and programs for bilingual and bicultural education.

Implementation Strategies

1. The DOE should examine current bilingual standards, criteria for measuring achievement, and inservice training.

2. A working group of educators and others (i.e., traditional leaders) should be established to head up the examination of programs and materials.

3. The DOE should play a leadership role in convening an FSM bicultural education committee with representatives from each of the four states to examine standards of inservice training.

Time Consideration/Calendar

All strategies can be implemented on or before July 1991.

Cost Implications

Little or no cost for all activities.

Recommendation 8: We recommend that a review of the curricula of Kosraen schools take place and that they be revised and restructured, if necessary.

Implementation Strategies

1. Conduct a curriculum mapping exercise in each subject area to ensure that such content is appropriate to existing guidelines.
2. Review and revise the existing curriculum framework to encompass current DOE goals.
3. Establish short- and long-term goals for priority areas and communicate them to the schools in terms of measurable objectives over the next five to ten years.
4. Review and update special education performance and standards, with particular emphasis on vocational goals of special education students.

Time Consideration/Calendar

To be completed by end of 1990-91 school year.

Cost Implications

The cost of necessary staff time.

School Finance

Recommendation 9: We recommend that the state study a high-school-aged vocational training and employment loan program that would provide incentives to (1) gain vocational training off-island or in private schools in fields where training programs are currently unavailable and (2) to gain employment off-island in fields where no jobs are available in Kosrae. These funds would be repaid on a schedule equal to the individual's ability to pay, through state service work programs and/or cash payments.

Implementation Strategies

1. A study group made up of representatives of the DOE, the legislature, the private sector, parents, and private schools should be commissioned to study the feasibility of such a plan and suggest recommendations for its implementation.

2. Materials should be developed to describe the program, including selection criteria, monitoring procedures, and methods to collect cash payments and specifications for the work program.

3. Materials should be prepared and presented to the public to explain the program, its purpose, and how it would be implemented, and ideas and information for the plan should be sought in public meetings around the state.

4. Requests for for implementation funding for a pilot test of the proposed plan should be presented to the legislative body.

5. The plan should be pilot tested in one of the proposed districts with up to 20 students during the first year.

Time Consideration/Calendar

Activity 1: accomplished during 1990
Activity 2: accomplished during 1990

Cost Implications

Activity 1: no cost
Activity 2: preparation/printing of material, $1,000
Activity 3: miscellaneous meeting expenses, $1,500
Activity 4: no cost
Activity 5: no cost

Recommendation 10: We recommend that a five-year strategic resource development plan be prepared that reflects the possible financial shortfalls resulting from the reduction of federal funds, increased school-age population, and new required curriculum and facility improvements containing ideas for possible new resource generation.

Implementation Strategies

1. A study should be conducted to determine the feasibility of assessing a special tax or levy for the ongoing support of education on all households, regardless of whether the household includes school-age children or whether such children are sent to private schools.
2. The DOE should recommend to the FSM government that it reallocate a small percentage of foreign fishing fees and the amount now spent on foreign service for improving the schools.
3. A plan should be developed and to presented to the Kosrae legislature that would include a special assessment to generate capital funds to purchase needed equipment including vocational education equipment, and facility repairs and construction.
4. A plan should be investigated to implement a small personal income tax earmarked for educational improvement for at least a five-year period.
5. Consider a state tax on cigarettes and alcohol with such funds going directly to education, particularly drug and alcohol education/prevention activities.
6. A proposal for the state legislature should be developed to permit all elements of public education to provide services for a fee to be reinvested into educational priorities.

Time Consideration/Calendar

All activities could be achieved within an 18-month period.

Cost Implications

Activity 1-6: No cost except where special consultants may be required.

RESPONSES TO QUESTIONS POSED TO ALL RESPONDENT GROUPS (COMMON TO ALL GROUPS ONLY) IN KOSRAE

	SPSSx LABELS	CATEGORY CODE	GROUPS						RANKS	
			Leaders		Administrators		Teachers			
			%	N	%	N	%	N	Kosrae	FSM
1a. What does it mean to be an educated person in Kosrae?	EDPER									
Contribute to family/society/government		1	72.7	(8)	56.5	(13)	42.9	(12)	1	1
Money/job/prestige/success		2	9.1	([illegible])	8.7	(2)	25.0	(7)	3	2
Improving individual happiness		3		( )	34.8	(8)	21.4	(6)	2	3
Mastery of English		4		( )		( )		( )	5	5
Maintain culture/tradition		5	18.2	(2)		( )	10.7	(3)	4	4
			100.0	(11)	100.0	(23)	100.0	(28)		
1b. Should women be educated in the same ways as men?	SAME									
No		0	12.5	(1)	6.3	(1)		( )	2	2
Yes		1	87.5	(7)	93.8	(15)	100.0	(17)	1	1
			100.0	(8)	100.0	(16)	100.0	(17)		
1c. Why should women be educated the same?	WHYSAME									
Learn appropriate division of labor		1	33.3	(3)	19.0	(4)	17.9	(5)	4	4
Equal training for leadership		2	22.2	(2)	23.8	(5)	25.0	(7)	2	3
Equip opportunities for jobs		3	33.3	(3)	23.8	(5)	21.4	(6)	2	2
Equal future challenges		4	11.1	(1)	33.3	(7)	35.7	(10)	1	1
			100.0	(9)	100.0	(21)	100.0	(28)		
2. What problems are there with schools here?	SCHHPROB									
Funds		1		( )	27.0	(10)	23.8	(10)	2	2
Facilities/supplies/equipment		2	33.3	(6)	29.7	(11)	33.3	(14)	1	1
Unqualified faculty/staff		3	33.3	(6)	16.2	(6)	7.1	(3)	3	3
Inappropriate curriculum		4	16.7	(3)	5.4	(2)	7.1	(3)	4	4
Bad teacher attitude		5		( )	2.7	(1)	4.8	(2)	8	5
Meshing local and western values		6		( )	5.4	(2)	9.5	(4)	5	6
Transportation/communication		7		( )	8.1	(3)	7.1	(3)	5	7
Lack of parental involvement		8	16.7	(3)	5.4	(2)	7.1	(3)	7	8
			100.0	(18)	100.0	(37)	100.0	(42)		
3. What are some good things about schools here?	GOOD									
Enable learning of basic skills		1	25.0	(2)	12.5	(3)	18.9	(7)	3	2
Free, accessible education		2	25.0	(2)	16.7	(4)	21.6	(8)	2	3
Prepare students for change/jobs		3		( )	4.2	(1)	10.8	(4)	6	5
Testing program		4		( )		( )	2.7	(1)	7	7
Improvements in curriculum/good curriculum		5		( )	16.7	(4)	8.1	(3)	5	4
Good teachers		6	12.5	(1)	37.5	(9)	29.7	(11)	1	1
Social function of school		7	37.5	(3)	12.5	(3)	8.1	(3)	4	6
			100.0	(8)	100.0	(24)	100.0	(37)		
4a. It is important for people to go to school?	SCHIMP									
No		0		( )		( )		( )	2	2
Yes		1	100.0	(8)	100.0	(16)	100.0	(17)	1	1
			100.0	(8)	100.0	(16)	100.0	(17)		

	SPSSx LABELS	CATEGORY CODE	GROUPS						RANKS	
			Leaders		Administrators		Teachers			
			%	N	%	N	%	N	Kosrae	FSM
4b. Why is it important for people to go to school?	SCHWHY									
Make a living/success		1	33.3	(4)	37.5	(9)	37.9	(11)	1	1
Learn to respect tradition		2		( )		( )	10.3	(3)	4	4
Bring progress/change		3	8.3	(1)	25.0	(6)	41.4	(12)	2	3
Be productive/good citizens		4	58.3	(7)	37.5	(9)	10.3	(3)	2	2
			100.0	(12)	100.0	(24)	100.0	(29)		
5a. Why don't more children go to elementary school?	ELEM									
They go		1	100.0	(7)	84.6	(11)	100.0	(15)	1	1
Parental influence		2		( )	15.4	(2)		( )	2	2
Not enough space		3		( )		( )		( )	3	4
Distance from school		4		( )		( )		( )	3	3
			100.0	(7)	100.0	(13)	100.0	(15)		
5b. Is it important to finish elementary school?	ELEMIMP									
No		0		( )		( )		( )	2	2
Yes		1	100.0	(8)	100.0	(16)	100.0	(17)	1	1
			100.0	(8)	100.0	(16)	100.0	(17)		
5c. Why is it important to finish elementary school?	ELEMWHY									
Learn basic survival/educational skills		1	100.0	(4)	50.0	(5)	25.0	(6)	1	1
Learn to make a living		2		( )	30.0	(3)	8.3	(2)	4	3
Enables high school attendance		3		( )	20.0	(2)	16.7	(4)	3	2
It is the law		4		( )		( )	50.0	(12)	2	4
			100.0	(4)	100.0	(10)	100.0	(24)		
5d. Why don't more children finish elementary school?	WHYFINE									
Marriage/pregnancy/drugs		1	100.0	(6)		( )	4.8	(1)	4	6
Lack of parental interest/support		2		( )	37.5	(6)	28.6	(6)	2	1
Students lack interest/preparation		3		( )	31.3	(5)		( )	3	2
Teacher absenteeism		4		( )		( )	4.8	(1)	4	5
Inadequate transportation		5		( )		( )		( )	5	4
They do finish		6		( )	31.3	(5)	61.9	(13)	1	3
			100.0	(6)	100.0	(16)	100.0	(21)		
6a. Why don't more children go to high school?	HS									
Lack of facilities		1		( )	12.5	(2)	4.8	(1)	5	2
Fail entrance exams		2	25.0	(1)	12.5	(2)	4.8	(1)	4	1
Peer pressures		3		( )		( )	4.8	(1)	7	7
Bad attitude		4	25.0	(1)	18.8	(3)	4.8	(1)	3	4
Parental/family needs		5	50.0	(2)	25.0	(4)		( )	2	3
Bad school/teacher		6		( )		( )		( )	8	8
Inappropriate curriculum		7		( )		( )	14.3	(3)	5	5
They do go/finish		8		( )	31.3	(5)	66.7	(14)	1	6
			100.0	(4)	100.0	(16)	100.0	(21)		

	SPSSx LABELS	CATEGORY CODE	GROUPS						RANKS	
			Leaders		Administrators		Teachers			
			%	N	%	N	%	N	Kosrae	FSM
6b. Is it important to finish high school?	HSIMP									
No		0		( )		( )	5.9	(1)	2	2
Yes		1	100.0	(7)	100.0	(15)	94.1	(16)	1	1
			100.0	(7)	100.0	(15)	100.0	(17)		
6c. Why is it important to finish high school?	HSWHY									
Get good job		1	60.0	(6)	50.0	(7)	36.0	(9)	1	1
Able to go to college		2	30.0	(3)	28.6	(4)	28.0	(7)	2	2
Better for country		3	10.0	(1)	21.4	(3)	36.0	(9)	3	3
			100.0	(10)	100.0	(14)	100.0	(25)		
6d. Why don't more finish high school?	WHYFINH									
Parents' needs/neglect		1		( )	22.7	(10)	12.9	(4)	3	2
Lack interest/preparation/discipline		2	100.0	(5)	40.9	(18)	16.1	(5)	1	1
Get into trouble/frustration		3		( )	31.8	(14)	9.7	(3)	2	3
No alternative to academics		4		( )		( )	19.4	(6)	5	6
Lack of space		5		( )	4.5	(2)	19.4	(6)	6	4
Marriage/pregnancy/drugs		6		( )		( )	3.2	(1)	7	5
They do finish		7		( )		( )	35.3	(11)	4	7
			100.0	(5)	100.0	(44)	100.0	(31)		
7a. What are the best jobs here in Kosrae?	JOBS									
Health/education services		1	9.1	(1)	27.3	(6)	13.6	(3)	3	2
Government jobs		2	45.5	(5)	40.9	(9)	59.1	(13)	1	1
Mechanics/construction		3		( )		( )		( )	6	5
Banking/business/private sector		4	36.4	(4)	27.3	(6)	9.1	(2)	2	3
Tourism (service jobs)		5		( )	4.5	(1)	9.1	(2)	4	6
Agriculture/fishing		6	9.1	(1)		( )	9.1	(2)	4	4
			100.0	(11)	100.0	(22)	100.0	(22)		
7b. How much schooling does it take to do these jobs?	SCHJOS1									
Some elementary school		1		( )		( )		( )	6	8
Elementary school graduate		2		( )		( )	6.7	(1)	5	7
Some high school		3		( )		( )		( )	6	6
High school graduate		4	33.3	(2)	7.1	(1)	13.3	(2)	3	3
Some college		5	33.3	(2)	21.4	(3)	53.3	(8)	2	2
College graduate		6	33.3	(2)	64.3	(9)	20.0	(3)	1	1
Education beyond college		7		( )		( )		( )	6	4
Vocational/job training		8		( )	7.1	(1)	6.7	(1)	4	5
			100.0	(6)	100.0	(14)	100.0	(15)		

	SPSSx LABELS	CATEGORY CODE	GROUPS						RANKS	
			Leaders		Administrators		Teachers			
			%	N	%	N	%	N	Kosrae	FSM
7c. Do you have enough educated people to do these kinds of jobs?	PEJOBS1									
No		0	75.0	(6)	75.0	(12)	80.0	(12)	1	1
Yes		1	25.0	(2)	25.0	(4)	20.0	(3)	2	2
			100.0	(8)	100.0	(16)	100.0	(15)		
8a. What other kinds of jobs are there here?	OTHJOBS									
Health/education services		1	8.3	(1)	10.3	(3)	11.1	(5)	5	6
Government jobs		2		( )	10.3	(3)	6.7	(3)	6	5
Mechanics/construction		3	33.3	(4)	31.0	(9)	11.1	(5)	2	3
Banking/business/private sector		4	25.0	(3)	27.6	(8)	15.6	(7)	2	2
Tourism (service jobs)		5		( )	6.9	(2)	26.7	(12)	4	4
Agriculture/fishing		6	33.3	(4)	13.8	(4)	28.9	(13)	1	1
			100.0	(12)	100.0	(29)	100.0	(45)		
8b. How much schooling does it take to do these kinds of jobs?	SCHJOBS2									
Some elementary school		1		( )		( )		( )	6	4
Elementary school graduate		2		( )		( )		( )	6	4
Some high school		3		( )		( )		( )	6	5
High school graduate		4		( )	25.0	(3)		( )	4	1
Some college		5	33.3	(2)	8.3	(1)	13.3	(2)	2	2
College graduate		6		( )	16.7	(2)	13.3	(2)	3	3
Beyond college		7	16.7	(1)		( )		( )	5	4
Vocational/job training		8	50.0	(3)	50.0	(6)	73.3	(11)	1	3
			100.0	(6)	100.0	(12)	100.0	(15)		
8c. Do you have enough educated people to do these kinds of jobs?	PEJOBS2									
No		0	87.5	(7)	60.0	(9)	100.0	(17)	1	1
Yes		1	12.5	(1)	40.0	(6)		( )	2	2
			100.0	(8)	100.0	(15)	100.0	(17)		
9a. If students could bet better jobs outside of Kosrae, would they be encouraged to take them?	OUTJOBS									
No		0	42.9	(3)	42.9	(6)	20.0	(3)	2	2
Yes		1	57.1	(4)	57.1	(8)	80.0	(12)	1	1
			100.0	(7)	100.0	(14)	100.0	(15)		

	SPSSx LABELS	CATEGORY CODE	GROUPS						RANKS	
			Leaders		Administrators		Teachers			
			%	N	%	N	%	N	Kosrae	FSM
9b. Why should they be encouraged to take jobs outside of Kosrae?	OUTWHY									
If they return		1		( )	10.5	(2)	4.2	(1)	5	4
Needed here		2	37.5	(3)	26.3	(5)	16.7	(4)	2	3
Can better provide for family		3		( )	10.5	(2)	41.7	(10)	2	2
More/better job/income opportunities		4	12.5	(1)	31.6	(6)	29.2	(7)	1	1
Greater job difficulties if return		5		( )		( )		( )	8	8
Reduce population pressure		6		( )	5.3	(1)		( )	7	6
Skills enhancements		7	25.0	(2)	15.8	(3)	4.2	(1)	4	5
Cannot compete		8	25.0	(2)		( )	4.2	(1)	5	7
			100.0	(8)	100.0	(19)	100.0	(24)		
9c. If people leave here to get better jobs, are there any problems for them and the nation?	NATPROBS									
No		0		( )	30.8	(4)		( )	2	2
Yes		1	100.0	(8)	69.2	(9)	100.0	(15)	1	1
			100.0	(8)	100.0	(13)	100.0	(15)		
9d. What problems are caused for the people and the nation when they take jobs outside of Kosrae?	PROBWHY									
Create brain drain		1	100.0	(5)	58.8	(10)	40.7	(11)	1	1
Create culture conflicts		2		( )	11.8	(2)	25.9	(7)	2	3
Bad reflection on state		3		( )		( )	3.7	(1)	5	5
Difficulty adapting elsewhere		4		( )	23.5	(4)	11.1	(3)	3	2
Causes problems in return		5		( )	5.9	(1)	18.5	(5)	4	4
			100.0	(5)	100.0	(17)	100.0	(27)		
10a. What language or languages should teachers speak in the classroom?	LANG									
Local language primarily		1	25.0	(2)		( )	10.5	(2)	4	4
English primarily		2		( )	17.6	(3)	10.5	(2)	2	2
English only		3		( )	5.9	(1)	15.8	(3)	3	3
Both English and local languages		4	75.0	(6)	76.5	(13)	63.2	(12)	1	1
			100.0	(8)	100.0	(17)	100.0	(19)		
10b. What should be the main language spoken in classrooms?	MAINLANG									
English		1		( )	45.5	(5)	64.3	(9)	1	1
Local language		2	50.0	(2)	27.3	(3)	14.3	(2)	3	3
English and local language		3	50.0	(2)	27.3	(3)	21.4	(3)	2	2
			100.0	(4)	100.0	(11)	100.0	(14)		

	SPSSx LABELS	CATEGORY CODE	GROUPS						RANKS	
			Leaders		Administrators		Teachers			
			%	N	%	N	%	N	Kosrae	FSM
10c. What grade should start to speak English?	ENGSPEAK									
		1	57.1	(4)	46.7	(7)	52.9	(9)	1	1
		2	28.6	(2)		( )		( )	5	5
		3		( )	20.0	(3)	5.9	(1)	3	2
		4		( )	13.3	(2)		( )	5	3
GRADE		5		( )	13.3	(2)	29.4	(5)	2	4
		6		( )		( )		( )	9	6
		7		( )	6.7	(1)	11.8	(2)	4	6
		8		( )		( )		( )	7	7
		9	14.3	(1)		( )		( )	8	7
			100.0	(6)	100.0	(16)	100.0	(17)		
10d. What grade should start to teach English?	ENGTEACH									
		1	37.5	(5)	20.0	(3)	17.6	(3)	2	1
		2	25.0	(2)	6.7	(1)	11.8	(2)	3	6
		3	25.0	(1)	40.0	(6)	52.9	(9)	1	2
		4		( )	13.3	(2)	11.8	(2)	4	3
GRADE		5		( )	13.3	(2)		( )	5	5
		6		( )		( )		( )	9	4
		7		( )	6.7	(1)		( )	6	7
		8		( )		( )	5.9	(1)	6	8
		9	12.5	(1)		( )		( )	6	8
			100.0	(9)	100.0	(15)	100.0	(17)		
11a. Should the national government or the states determine education policies?	NATPOL									
FSM		1	71.4	(5)	6.7	(1)	6.7	(1)	3	3
States		2	28.6	(2)	80.0	(12)	46.7	(7)	1	1
FSM and states jointly		3		( )	13.3	(2)	46.7	(7)	2	2
			100.0	(7)	100.0	(15)	100.0	(15)		
11b. Why do you feel this way about who should determine education policies?	WHYPOL									
State knows needs/problems best		1	62.5	(5)	68.8	(11)	43.8	(7)	1	1
FSM knows needs/problems best		2		( )	6.3	(1)	6.3	(1)	3	3
Depends on issue		3	37.5	(3)	25.0	(4)	50.0	(8)	2	2
			100.0	(8)	100.0	(16)	100.0	(16)		
12a. Who does a better job in Kosrae, the public or private schools?	PUBPRI									
Public		1	57.1	(4)	63.6	(7)	83.3	(10)	1	2
Private		2	42.9	(3)	36.4	(4)	16.7	(2)	2	1
			100.0	(7)	100.0	(11)	100.0	(12)		

	SPSSx LABELS	CATEGORY CODE	GROUPS						RANKS	
			Leaders		Administrators		Teachers			
			%	N	%	N	%	N	Kosrae	FSM
12b. Why do you think this way?	BETWHY									
Quality of education/curriculum		1	50.0	(2)	46.2	(6)	43.8	(7)	1	1
Accountability required		2		( )		( )	12.5	(2)	6	4
Better teachers		3		( )		( )	25.0	(4)	2	2
Irresponsible public school teachers		4		( )		( )		( )	8	8
Better discipline		5		( )	7.7	(1)		( )	7	5
Selectivity of student body		6	50.0	(2)	15.4	(2)		( )	2	3
Parents more supportive		7		( )	7.7	(1)	18.8	(3)	2	6
Teach in English		8		( )	23.1	(3)		( )	5	7
			100.0	(4)	100.0	(13)	100.0	(16)		
13. Where were you born?	BORN									
Same island		1	87.5	(7)	87.5	(14)	88.2	(15)	1	1
Other FSM island		2	12.5	(1)	12.5	(2)	5.9	(1)	2	3
Outside FSM		3		( )		( )	5.9	(1)	3	2
			100.0	(8)	100.0	(16)	100.0	(17)		
14. Did you ever live elsewhere?	LIVEELSE									
No		0		( )		( )	11.8	(2)	2	2
Yes		1	100.0	(8)	100.0	(16)	88.2	(15)	1	1
			100.0	(8)	100.0	(16)	100.0	(17)		
15. If yes, where did you live?	WHERE									
Other FSM island		1	33.3	(5)	26.7	(8)	50.0	(10)		
Other Pacific island, exclusive of Hawaii		2	33.3	(5)	30.0	(9)	35.0	(7)		
Hawaii		3	13.3	(2)	16.7	(5)		( )		
U.S. mainland		4	20.0	(3)	23.3	(7)	15.0	(3)		
Other		5		( )	3.3	(1)		( )		
			100.0	(15)	100.0	(30)	100.0	(20)		
16. What was your age on your last birthday?	AGE									
Mean			42.0		41.8		33.6			
Median			43.0		43.0		34.0			
17. What languages do you speak?	LANGS									
One FSM language plus English		1	33.3	(3)	30.0	(6)	58.4	(13)		
More than one FSM language plus English		2	55.6	(5)	50.0	(10)	21.1	(4)		
Another language		3	11.1	(1)	20.0	(4)	5.3	(1)		
		4		( )		( )	5.3	(1)		
			100.0	(9)	100.0	(20)	100.0	(19)		
18. Are you married?	MARRY									
No		0		( )	7.7	(1)	11.8	(2)		
Yes		1	100.0	(8)	92.3	(12)	88.2	(15)		
			100.0	(8)	100.0	(13)	100.0	(17)		

	SPSSx LABELS	CATEGORY CODE	Leaders %	Leaders N	Administrators %	Administrators N	Teachers %	Teachers N
19. Do you have children?	CHILD							
No		0		( )	6.3	(1)	12.5	(2)
Yes		1	100.0	(8)	93.8	(15)	87.5	(14)
			100.0	(8)	100.0	(16)	100.0	(16)
20. How many children do you have?	NUMCHILD							
Mean			5.5		6.7		3.2	
Median			5.5		6.0		4.0	
21. What is age of your youngest child?	AGECHI1							
Mean			5.4		4.9		4.7	
Median			4.0		4.0		3.0	
22. What is age of your oldest child?	AGECHI2							
Mean			17.3		17.3		10.8	
Median			18.0		20.0		11.0	
23. How long have you held your current position?	POSITION							
Less than one year		1		( )	12.5	(2)	5.9	(1)
1-5 years		2	12.5	(1)	62.5	(10)	35.3	(6)
6-9 years		3	62.5	(5)	12.5	(2)	17.6	(3)
10 years or more		4		( )	12.5	(2)	41.2	(7)
		5	25.0	(2)		( )		( )
			100.0	(8)	100.0	(16)	100.0	(17)
24. How many years of your life have you had a salaried job outside of your house?	YEARS							
Mean			16.0		17.5		9.6	
Median			14.5		22.0		10.0	
25. Do you think you earn--	EARN							
More than most		1	87.5	(7)	33.3	(5)	11.8	(2)
About the same		2	12.5	(1)	40.0	(6)	41.2	(7)
Less than most		3		( )	26.7	(4)	47.1	(8)
			100.0	(8)	100.0	(15)	100.0	(17)
26 How many years of schooling have you had?	EDUC							
Mean			15.6		15.3		15.1	
Median			16.0		15.0		15.0	
27. Do you hold any diplomas or degrees?	DIPS1							
Elementary		1	40.0	(4)	38.5	(10)	46.9	(15)
High school		2	10.0	(1)	15.4	(4)	6.3	(2)
Associate degree		3		( )	26.9	(7)	4.45	(11)
College degree		4	50.0	(5)	15.4	(4)	12.5	(4)
Graduate degree		5		( )	3.8	(1)		( )
			100.0	(10)	100.0	(26)	100.0	(32)

	SPSSx LABELS	CATEGORY CODE	GROUPS					
			Leaders		Administrators		Teachers	
			%	N	%	N	%	N
28. Have you had other schooling?	DIPS2							
No		0	20.0	(1)	37.5	(6)	11.8	(2)
Yes		1	80.0	(4)	62.5	(10)	88.2	(15)
			100.0	(5)	100.0	(16)	100.0	(17)
29. Are you continuing your education now?	CONT							
No		0	87.5	(7)	37.5	(6)	35.3	(6)
Yes		1	12.5	(1)	62.5	(10)	64.7	(11)
			100.0	(8)	100.0	(16)	100.0	(17)
30. Did you ever attend a private elementary or high school?	PRIVSCH							
No		0	87.5	(7)	75.0	(12)	88.2	(15)
Yes		1	12.5	(1)	25.0	(4)	11.2	(2)
			100.0	(8)	100.0	(16)	100.0	(17)
31. If yes, what grades did you attend a private school?	GRADES							
1-3		1		( )	50.0	(2)		( )
4-6		2		( )		( )	50.0	(2)
7-9		3		( )		( )		( )
10-12		4	100.0	(4)	50.0	(2)	50.0	(4)
			100.0	(4)	100.0	(4)	100.0	(6)
32. Where did you go to school?	PLACE							
One island in FSM		1	12.5	(1)		( )	11.8	(2)
More than one island in FSM		2	12.5	(1)	6.3	(1)	17.6	(3)
Outside FSM only		3		( )	12.5	(2)	5.9	(1)
Both in and outside FSM		4	75.0	(6)	81.3	(13)	64.7	(11)
			100.0	(8)	100.0	(16)	100.0	(17)

CHUUK EDUCATIONAL LEADERSHIP WHO CONTRIBUTED TO STATE RECOMMENDATIONS AND IMPLEMENTATION STRATEGIES

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CHUUK

State Overview

Perhaps the most serious and compelling challenges in education in the Federated States of Micronesia (FSM) are located in the state of Truk, or Chuuk. Clearly, unique geographic, demographic, and historical factors are partially responsible for its current condition.

Chuuk has the second largest land mass in the FSM but a total land area of only 49 square miles spread over 290 islands. Chuuk also contains the largest population among the FSM states; population density is extremely high in some areas although the Outer Islands are rather sparsely populated.

The major regions in the state are Chuuk Lagoon, which consists of Moen, Pismoen, Faichuk, Namoneas, and a number of other islands; the Mortlocks, which include the Upper, Mid, and Lower Mortlocks; the Hall Islands; the Namunweito Islands; and the Western Islands. Each region constitutes a relatively distinctive culture and ethnicity.

Distances create transportation and communication barriers, undermining the effectiveness of all systems, especially those of education. Thus, the provision of public education is inherently unequal across the state, considering structural factors alone.

An additional demographic factor influencing the education agenda is the age distribution of Chuuk's 55,000 citizens. The Chuukese population is very young, with approximately 45 percent under the age of 15 and 70 percent under the age of 30. Thus, with about one half of the population of school age and an additional quarter of the population in its prime, early career decision-making years, the need for an effective system of education is critical and the pressure placed on the current system is, by all evidence, overwhelming.

Indeed, geographic and demographic barriers to quality education would be daunting by themselves. They are not alone, however. Reinforcing these factors are the history, politics, and economics of Chuuk.

Formal, public schooling is relatively new to Chuuk and has its roots in foreign occupation. Beginning with Spanish control in the 16th and 17th centuries and concluding with the presence of the Americans, education has been generally an expression of the needs and expectations of an external colonial power. It is only in very recent years that education to benefit the Chuukese in light of their own needs and priorities has even been an issue. Consequently, the approach to education, its value context, and its outcomes are a haphazard, self-contradictory assemblage of foreign and indigenous influences.

Further, consistent and strong local leadership has not been available to assist the population in establishing a purpose and setting goals for education. The politics of Chuuk have been unstable and leadership at the executive level is consequently uncertain. Political instability and turmoil have taken their toll on many essential services, including the education of Chuuk's young people.

Survey Data

Expectations and perceptions of the public education system by the citizens of Chuuk may well influence how the education system is eventually structured, governed, and administered. Information about expectations and perceptions of the public education system was gained in two ways: through interviewing a wide range of citizens and conducting a formal survey. The answers to the open-ended questions were wide-ranging and often detailed. The range of answers were then examined and categorized into general statements (e.g., "Contribute to family/society/government").

Survey participants included three kinds of constituencies--persons designated as being business, government, and community leaders in Chuuk society, school administrators, and teachers. The results of the survey are reported in the summary table at the end of this state report. Some of the major expectations and perceptions of the education system currently in place is presented below using data from the survey.

Leaders, school administrators, and teachers believed that being an educated person in Chuuk meant first that one contributed to family, government, and society. Second, it meant achieving success in life as demonstrated by holding a good job, earning sufficient money, and having prestige. Third, it led to achieving individual happiness.

Survey participants were then asked whether women should be educated in the same ways as men. Seventy-seven percent of the respondents answered in the affirmative. The two most frequently stated reasons were (1) to give them an equal opportunity to obtain jobs and (2) to prepare them to meet future challenges facing Chuuk society. Survey data specific to the importance of being an educated person and equality of education to both sexes are found in questions 1a, 1b, and 1c in the summary tables at the end of this state report.

There was no question in the minds of survey respondents regarding the importance of formal schooling as a requisite for becoming an educated person. Nearly all of the respondents to question 4a (159 out of 161 persons) stated that it was important for children to go to school. The major reasons given by them included enabling them to make a living, to bring about change and progress in the society, and to produce good and productive citizens (question 4b). In addition, 100 percent of the those responding to question 5b agreed that it was important to finish both elementary and high school.

Survey participants (as well as those interviewed) not only expressed what they expected from their schools but also indicated what they believed to be the system's major problems. For example, when asked to list the major problems of the public schools in Chuuk, survey respondents most frequently reported:
(1) inadequate facilities, supplies and equipment;
(2) inadequate funds; and (3) unqualified faculty/staff (question 2).

Chuuk operates under the FSM compulsory education attendance law for children 6-14 years old. However, not all children go to elementary school. Asked why more children did not go to elementary school, survey respondents indicated that parental influence was the main reason. A smaller number of persons believed that some students did not attend because they lived too far from school.

With regard to why more children did not complete their elementary education, the most frequently offered explanation was a lack of parental interest and support. The second most frequently offered explanation was that those who did not finish lacked interest and/or preparation (question 5d).

Inability to pass entrance examinations and lack of facilities (which requires the use of entrance exams) were by far the two most frequently reported responses to explain why students did not go to high school (question 6a). Asked why more students did not finish high school, respondents gave as major reasons lack of interest, preparation, and/or discipline and lack of high school facilities to accommodate more elementary graduates.

Education is seen in Chuuk as necessary if one is to obtain a good job. Survey respondents ranked government jobs as the best kind, followed by jobs in health and education (question 7a). Most respondents believed that these best jobs required a college education (question 7b). Other kinds of jobs not considered as the best included (in rank order) farming and fishing, service jobs in the private sector, and jobs in the tourism industry (question 8a). Most respondents believed that these less desirable jobs required a person to complete high school (question 8b).

In spite of the fact that a majority of respondents believed that there were not enough educated people to fill the jobs available in Chuuk (questions 7c and 8c), 85 percent of those responding to question 9a would encourage students to leave Chuuk to obtain better jobs. The interrelationships of jobs, economic development, and the education system cannot be overlooked in Chuuk.

Several major components of the education system are described next. These include its governance, personnel, infrastructure, and financing, as well as several related issues. Recommendations intended for the improvement of the education system follow.

The Elementary and Secondary School System

Governance

According to the Chuuk State Education Progress Report (Chuuk State Education Department 1988, p. 1),

> ...it is the Chuuk State Government policy to fully provide for citizens' participation in the progressive development of the State. Development of the State's human resources is essential to achieving the goal of self-government as well as to economic and social development of the State.
>
> It is the purpose of the state system of education to seek and bring to the people of the state the knowledge of their islands, the economy, the government, and the people who inhabit the state. Furthermore, the system of education in Chuuk State seeks to serve as an instrument of unification for the State and the Nation. In fulfillment of its purpose, education will have among its objectives the development of professional and vocational skills as well as the skills of effective political participation.

The public school system in the state of Chuuk is governed from the top down. The administrative leader is the state Director of Education, who is appointed by the governor with the advice and consent of the state legislature. The person holding the position of state director has changed many times in the past few years, making it difficult to sustain a consistent educational approach or philosophy. Assisting the state director are the Deputy Director of Education; the Chief of Office Management and Support Services; the Chief of Curriculum and Instruction; the Chief of Curriculum Research, Evaluation, and Training; the Chief of Special Services; the Chief of Elementary Education; the Chief of Secondary Education; and many associate chiefs and coordinators within major divisions. Until very recently, hiring and firing decisions were made by the governor. This has recently changed, the responsibility resting with a state board of education partially composed of citizens.

Schools are administered by principals, who report directly to the appropriate (elementary or secondary) chief in the state department. Each speciality division of the state department has its own chief. Some schools get more attention than others, and this is largely a function of geography (i.e., distance between the school and the state department) as well as the adequacy of transportation between them. While attempts such as a communication center have been made to resolve the problem, the needs of outer island schools go often unmet.

The principal manages the day-to-day operations of each school. Complicating this task is the length of time it takes local schools to request and obtain supplies and materials from the central office. It was reported to project staff that it typically takes as much as six months for delivery, if such supplies are received at all.

The private schools in the state are established pursuant to Section 251, Title 40, of the FSM national code. The state Director of Education reviews all applications for private school charters and submits them to the nation's president for approval.

Each private school in the state has its own Board of Education or Board of Trustees, which is the policymaking body for the school. Each school is managed by a principal with the advice and consent of the faculty, parents, and students.

Infrastructure

Most of the over 200 school facilities were built in the 1960s and have seen little renovation in the past 25 years. Many school sites were acquired by indefinite land-use leases or other leases that are currently being contested in the courts. Some schools have been forced to close by their landowners (e.g., Kuchua Elementary School on the island of Dublon).

The state government has settled a few land disputes by compensating the landowners involved, which has led to accusations of favoritism and more litigation by other landowners. Some landowning families continue to allow the government to use the land without compensation. Because of Chuuk's high population and low land mass, land is a very precious commodity in Chuuk.

Forty public schools were visited by project staff. They found conditions that, in their judgment, require immediate attention. In many schools, there are no restroom or toilet facilities for either students and staff. In schools where there were toilets, the facilities were so unsanitary that no students chose to use them. They were inaccessible during rainy weather because the space was filled with water. Even the Department of Education toilet facility was closed down for a considerable period of time, state employees having to walk some distance to the new state court building to use the facilities.

There was also a shortage of sanitary drinking water fountains or facilities. Some schools simply did not have water tanks. Others did have tanks, but sometimes the tanks did not contain any water.

Classrooms were very dark. It was almost impossible to see what was on the chalkboard during rainy weather. Many schools had leaking roofs, so that classes were cancelled when the weather was bad. Some buildings were built on such low ground that classrooms flooded when it rained.

There was no electricity in most schools in Chuuk, causing particular problems in the Outer Islands junior high school dormitories. All lighting was provided by kerosene lanterns, which can be a fire hazard. Most schools had been wired for electricity. However, most have never had electricity, not even those on the island of Moen, where electricity is available.

Except at Nukuno Elementary School and Mortlocks Junior High School, there were virtually no athletic facilities for the lagoon and Outer Island schools. The Chuuk High School gymnasium, built in the mid-70s, clearly requires repair.

Vandalism was of clear concern to the authorities, yet fencing and lockable doors were rare. Littering was also a major problem. There were few established trash or dump sites. Many schools did not have appropriate walkways between school buildings.

Infrastructural problems have had great consequences in Chuuk beyond simply providing adequate facilities for instruction. There have also been instances of profoundly expensive setbacks in other ways. For example, the ridgecap on the Chuuk High School vocational shop--blown off by a storm in 1988--was still missing when it was visited by the study team. The gutter has also been leaking since a recent typhoon. This caused the rusting and destruction of thousands of dollars of equipment. Some schools were lacking the most basic equipment and materials required for teaching: appropriate texts, chalk, stencils, and duplicating machines, for example.

As well, only a part of the materials required for a project were purchased. In one case, plywood was purchased for a school ceiling without providing the nails. Sometimes materials were left without adequate protection, inviting destruction from the elements and possible theft.

Infrastructural problems are perhaps the most obvious problems in Chuuk, but they are not the only problems. Indeed, it is the belief of the study team that the challenges facing Chuuk are systematic in nature. The resolution of these problems is not, therefore, to simply recommend that the Chuukese get their building and maintenance programs together. The issues are more complex, multiply based, and general. This will emerge more clearly as other issues are reviewed.

Personnel

A number of problems emerge with regard to personnel issues in Chuuk. Officially, more than 75 percent of the total budget of the state is consumed by salaries. Unofficially, the estimate has been placed as high as 95 percent. Teacher absenteeism seems rampant in the state's public elementary and secondary schools. Students, teachers, administrators, and parents who participated in the survey process or focus group interviews identified absenteeism as a very serious problem that needs to be addressed. During the team's visits to schools, there were on average three or four teachers absent every day--a very large percentage of the teachers in what are relatively small schools. This is unacceptable in modern nations. The inadequate condition of the facilities in which teachers work has probably been instrumental in reinforcing low morale and absenteeism.

Evaluating teacher performance was problematic, there being no mechanism to evaluate elementary teacher performance in the classroom other than annual reports by the principal and students' scores on the high school entrance examination. Nor was this approach standard across the state. Further, the geographic and political distance between the governing authorities and the school teacher makes it most difficult to effectively administer teacher performance and take appropriate action in the case of poor performance.

Curriculum

Many teachers, school administrators, and leaders see a need for much stronger instruction in English, the FSM's national language. More than half of the survey respondents (51 percent) stated that English should be the main language of instruction and overwhelmingly stated that English should be spoken and taught beginning in the first grade. Despite established policy requiring the use of English beginning in the third grade, practically all teaching in the public elementary schools is done in local languages, such as Chuukese and Mortlockese. Private school instruction is conducted in English beginning in the first grade. Many teachers who earned their associate degrees through the Community College of Micronesia extension centers do not have the capability of instructing students using the English language.

Public elementary schools all offer the same subjects and courses: English (oral, writing, and reading), mathematics, science, and social studies. There is no curriculum unit in the state Department of Education to write and duplicate curriculum materials and train the teachers in their use. Curriculum objectives for all subject areas have been developed; however, no teacher guides or materials with directions as to how to teach the objectives have been prepared, leaving teachers with limited ability toward implementing them. Practically all curriculum materials are ordered from out-of-state companies. Most often, the materials are incomplete and teachers have no training in using them.

There is concern among teachers and parents that the materials being used at the elementary school level are incompatible with their culture and, therefore, too foreign for their students and children to use. Elementary schools offer very limited extracurricular activities for students, although a plan has recently been developed to introduce prevocational courses in the seventh and eighth grades on a trial basis.

Public secondary schools offered both academic courses and vocational education courses. Curriculum guides for practically all courses in the secondary schools had been developed. However, very few of these guides were accompanied by appropriate or related teaching materials. Academic courses included science, English, mathematics, and, for a few selected students, computer science and physics. Courses in science and mathematics were often taught by local teachers, many who have not had sufficient formal education in the content area.

The availability of texts and materials was likewise a problem, there being too few relevant texts and materials for teachers and students to use in the classroom. When texts were available, they were often written at too high a level for the students.

Vocational programs included courses in construction (carpentry, masonry, and woodwork), agriculture (gardening and poultry), and mechanics (automotive and small engine repair), electrical trades (air conditioning and refrigeration and electrical wiring).

However, vocational education does not enjoy high prestige. Some students interviewed felt that vocational education was for "dumb students." That attitude was too often reinforced by counselors and teachers of nonvocational courses--and by the salaries in the fields of vocational training.

There were virtually no materials for lab work in any secondary school. Vocational programs were allotted time on the same schedule as academic courses. Therefore, there was often not enough time for the instructor to teach theory and for students to do practical, hands-on learning experiences. As with teachers of academic subjects, vocational education teachers often had not been appropriately trained in their fields, making it difficult for students to gain competency in the instructional area even if courses with a particular title were available.

Most students interviewed for the study expressed a desire to go to a four-year college. Practically none considered going to a community college, let along receiving training in technical trades. At the same time, the students knew they may not be able to pass the entrance examinations or afford college costs on their own. Clearly, curriculum problems, like infrastructural and personnel issues, are systemic in nature, and, we would argue, related to the latter. They, too, require attention as part of a systematic reform of Chuukese education.

Finance

The Chuuk fiscal year 1989 education budget was $10,160,214, or 35 percent of the operations budget and 25 percent of the entire state budget of $40,874,633. The following is a breakdown of the education budget:

a.	Personnel (salaries and benefits)	$7,678,198	76%
b.	Staff travel	325,952	3%
c.	Fixed assets	43,000	1%
d.	Consumable goods	1,805,294	18%
e.	Contractual services	307,770	3%

Teachers' salaries range from a low of $4,010 to a high of $9,872, with an average of $5,624. The funds provided under the special block grant (Compact 221[b]) of $2.7 million are notsufficient to fund the existing education programs. Loss of U.S. federal program money, specifically monies under Chapters I and II and the Feeding Program, will have a serious impact on the education of Chuukese children.

There was a very strong feeling among the people interviewed and surveyed that U.S. federal funding will be reinstated. Perhaps this is so, although the study team remains skeptical. Even if it were, more money for Chuukese education and, more important, the impetus for structural reform of the system are mandatory. Therefore, reinstatement of federal problems alone will only defer the problem, not eliminate it.

Current appropriations under the Compact of Free Association cannot even fund existing educational services in the state of Chuuk, much less new initiatives. However, the state continues to open new schools, despite the knowledge that there is no money to operate them. For example, Melchitiw Annex of Iras Elementary School was upgraded to a full elementary school; on the Island of

Udot, a new annex, Tunnuk Annex, was established and another is planned.

Other Issues

Three other issues will be discussed briefly: community involvement and partnership, dropout and stopout, and economic development.

The study team found that except in private schools, there was virtually no involvement of parents in the schools. At one time, some schools had to pay for parents to be involved in school activities. Most parents did not feel any sense of ownership of the schools. They felt that schools were "the government's schools" and therefore parents should not get involved at all. In spite of an apparent need to upgrade the educational level of the workforce, the business community, which would be a direct beneficiary, does not appear to have an active involvement in the public schools.

Chuuk has the highest dropout rate in the FSM. The number of stopout students (those who want to go to school but do not like the programs or do not score high enough on the entrance exam) is the highest in the FSM. Dropout and stopout students have virtually no future, unless they return to the land (which is very unlikely), or they migrate (which is often very difficult), or they marry and depend on their wage-earning relatives for financial support.

Dropouts and stopouts have boosted the state's unemployment rate, which is already the highest in the FSM. The Chuuk continuing education centers, which were designed to prepare those who scored too low on the entrance examination, serve less than 10 percent of the stopout students.

The economic development that was supposed to have occurred on Chuuk has not yet materialized. Chuuk is very poor in natural resources (except for the underdeveloped fisheries) and the dream of a tourism-based economy has not materialized due to natural disasters (typhoons and a cholera epidemic) and the lack of a stable political and social environment. Chuuk sits in one of the finest fishing grounds in the world, yet Chuukese strongly prefer canned meats, a large component of the states imported goods. A lesson is contained therein. Until the people of Chuuk learn to value and make use of the abilities and resources they have, economic development will be relatively unproductive. Education has a major part to play in that process. Until it begins to serve its role, the well-being of the entire state is at risk. This, indeed, is the central challenge of Chuukese education.

Summary

It would be a simplistic interpretation of the condition of Chuukese education to say that it is due to individual incompetence, some sort of malfeasance, or just a lack of funds. It would also be untrue. The problems are complex and systemic. Simply replacing the actors would not change the karma. Instead, the challenges are related and, as such, amenable to a relatively few changes, which, while not solving all issues, should at least open doors toward their solution.

The study team found the people of Chuuk to be delightful. It saw in them a sincere commitment to and desire for change. Consequently, the study team very carefully considered the recommendations that will follow, in the knowledge that the resource base, both human and financial, needs to be enhanced substantially given the magnitude of the challenges considered.

STATE RECOMMENDATIONS, IMPLEMENTATION STRATEGIES, TIME, AND COST CONSIDERATION

Governance and Administration

Recommendation 1: We recommend the Chuuk state Department of education be reorganized to reflect the organization proposed in national Recommendation 3. This organization would include consolidation of all elementary schools into several school districts with each district to be led by a superintendent of instruction with administrative authority for the district. It is recommended that this organization be reflected in the state's five year plan.

We further suggest that each district be governed by a board composed of parents and administrators with the power to hire and fire teachers. The power or appeal of local board decisions would be retained by the state Board of Education and the state Department of Education. An example of such districting might be as follows: 1) Namoneas School District to include the islands of Moen, Pis-Moen, Fono, Dublon, Etten, Fefan, Parem, Tsis, and Umana; 2) Faichuk School District to include the islands of Udot, Eot, Romanum, Fanapanges, Tol Patta, Polle, and Wonei; 3) Mortlocks School District to include the islands of Losap, Pis-Losap, Nama, Namolulk, Ettal, Moch, Kuttu, Oneop, Lukunor, Satawan and Ta; and, 4) Hanawe School District to include the islands of Fananu, Murilo, Nomwin, Ruo, Pulap, Pulusuk, Puluwat, Tamatam, Magur, Onari, Ono, Pisarach, and Ulul.

Implementation Strategies

1. Legislation should be developed, if necessary, to implement the new structure and positions within the proposed reorganization of education.

2. Public hearings should be conducted to inform citizens and seek support for the proposed reorganization and consolidation.

3. A consolidation configuration plan should be developed for existing districts that parallel the existing election districts.

4. A plan should be developed for current staff deployment that would occur incrementally over a three-year period.

5. Authority to decide all personnel matters at the assistant superintendent level should be institutionalized.

6. All support services for the proposed four districts should remain centralized and all four superintendents should report directly to the State Director of Education.

Time Consideration/Calendar

Activity 1: 3 months, 1990
Activity 2: 3 months, 1990
Activity 3: 3 months, 1991
Activity 4: 2 months, 1991
Activity 5: 2 months, 1991

Cost Implications

Implementation of this recommendation would principally involve salary costs for the four superintendents, approximately $80,000-$150,000.

Recommendation 2: We recommend the immediate activation of the approved state Board of Education and further recommend a composition of the Board membership.

Implementation Strategies

1. The new board membership and appointment practices should be modified to reflect the following: two members appointed by the speaker of the house and three members appointed by the governor, one elected member from each of the school districts, and three private sector representatives.

2. A highly visible public relations program should be developed and created to explain the role and potential benefits of an active Board of Education and to stimulate a high level interest in general and specifically among those who might want to serve on the board.

Time Consideration/Calendar

Promotional activity and appointments could begin in the 1990-91 school year.
1991: Election completed and Board Members installed.

Cost Implications

$5,000 plus travel for public relations consultant and promotional material.

Recommendation 3: We recommend that higher priority be given to the encouragement of strong and active Parent Advisory Committees ((PACs) for all Chuuk schools and their involvement in school activities.

Implementation Strategies

1. The DOE should communicate with the FSM government, encouraging it to assist with the establishment of a national parent group with representation from the four states to help guide the implementation of recommendation 6.

2. The establishment of a state parents' organization to be ready to work with the national amd state governments should be encouraged.

Time Consideration/Calendar

All activities could be implemented within the 1990 calendar year.

Cost Implications

Anticipated costs of $1,000 (maximum) would be to convene and work with a group of parent leaders several times during the 1990 year.

Recommendation 4: We recommend the establishment of and commitment to a high priority for vocational education in grades 1-12. Also, the DOE and high school governance structures should be modified to ensure strong leadership, authority and responsibility for delivering and monitoring all youth training directed specifically to current and projected manpower needs in the state.

Implementation Strategies

1. Vocational education should be a division of the DOE structure, managed by a chief who has appropriate experience and credentials.

2. The vocational division should be responsible for the planning, development, and delivery of all prevocational programs at the elementary schools and junior high schools.

3. New and complete articulation agreements in each or most of the vocational areas should be established with other training providers.

4. All Job Training Partnership Act (JTPA) programs should be placed under the direction of the vocational director or should at least have a strong articulation agreements with the school system in operation.

5. The DOE's ability and willingness to design the curriculum standards and other elements needed to implement recommendation 9 in the national report should be formally communicated to the FSM Government.

6. The administrative structure at the high school level should include a vice principal for vocational education supported by a strong private-sector advisory committee drawn from the state or community.

Time consideration/Calendar

All activities should be implemented on or before December 1991.

Cost Implications

Activity 1: new staff salary, $15,000-$25,000
Activity 2: consultants, $10,000 + travel
Activity 3, 4, and 5: no cost
Activity 6: new high school staff, $13,000-$20,000

Recommendation 5: We recommend that all land on which schools in Chuuk reside be fully owned by the state Department of Education by 1993.

Implementation Strategies

1. After implementation of national recommendation 15, the state Department of Education should begin a process of "good faith" negotiations with owners of the land on which remaining schools reside.

2. All attempts to conclude negotiations with owners of the land receiving a fair market price for the land should be made.

3. If negotiations for an agreed upon price for the land are unsuccessful, the state director of education should petition the national government to invoke the relevant Eminent Domain statutes to secure the land.

Time Consideration/Calendar

Activity 1: 1990-91 school year
Activity 2: July 1992
Activity 3: July 1993

Cost Implications

Fair market land prices for remaining properties on which schools are located.

Infrastructure

Recommendation 6: We recommend that the repair and maintenance of current school buildings and educational facilities be formally and clearly acknowledged by the states as being the highest and most immediate priority in their school improvement program.

Implementation Strategies

1. The DOE should prepare a school building maintenance and repair plan with detailed specifications and costs for all buildings; this plan can be used in negotiations with the governor and state legislature.
2. A Summer "Fix the School" Campaign should be developed and targeted towards (1) students, (2) parents, (3) teachers, and (4) business leaders, using the district structure as the center of leadership.
3. School-specific teams of volunteers should be developed under the supervision of a DOE staff person or volunteer; such teams would implement the maintenance and repair tasks cited in the DOE school building repair plan.

Time Consideration/Calendar

Activity 1 could be completed in 1990 and the start-up of Activities 2 and 3 could be completed by the end of 1991.

Cost Implications

The real cost here besides much staff time is the items needed for facility repair, a matter difficult to estimate because of its scope and the variable costs involved.

Recommendation 7: We recommend that a study be conducted to determine the feasibility of privatizing all or part of the school maintenance unit. It is also recommended that the concept of a community volunteer maintenance work team be established with limited matching financial support from the state and community.

Implementation Strategies

1. A special fund should be established with state monies and offered to each community that is willing to match the state's contribution, in cash or in-kind, toward implementing identified high-priority maintenance tasks.

2. The state staff, with the aid of community officials, should develop a short- and long-term schedule of building improvements needed and establish priorities, time schedules, and costs.

3. Monies made available for school building maintenance or construction should be entrusted to the chief executive of each municipal government for priority determination and use.

4. The state should prepare a five-year, one-time facility repair and renovation master plan and budget, develop a proposal for implementing that plan, and submit it to the national government for possible consideration of short-term financial support.

5. This proposal would reflect the real and in-kind contributions that the state and local communities are making to the total cost of the plan.

Time Consideration/Calendar

This could be accomplished during 1990.

Cost Implications

Should only be cost of existing staff.

Recommendation 8: We recommend that any new school construction projects be delayed until such time as all current facilities are up to minimum standards and sufficient funds--not taken from existing school budgets--are appropriated for the hiring of new and highly qualified staff, equipment, curriculum, instructional materials, and supplies.

Implementation Strategies

1. Where necessary due to enrollment pressures that cause the need for expansion of facilities, optional short-term solutions need to be created, including double scheduling of buildings and personnel or the use of rented/donated facilities.

2. Correspondence study arrangements should be investigated for some general courses at the high school level, which could reduce the hours per day each student spends at school.

Time Consideration/Calendar

All planning should be completed during 1990.

Cost Implications

Only cost would be in use of existing staff.

Recommendation 9: Upon successful completion of the actions toward appropriate repair, maintenance, and consolidation of existing school buildings, we recommend that the top priority for the Chuuk Department of Education be the establishment of an appropriate facility for secondary vocational education and training.

Implementation Strategies

1. The state Board of Education should consider whether expansion/modification of Truk High School or the construction of a new vocational high school is more appropriate.
2. By utilizing the principles of and funds for consultants defined in national recommendation 9 and state recommendations 4 and 8, the Department of Education should develop a plan for appropriate equipment for training students along the lines of the state's plans for economic development.
3. Implement plans.

Time Consideration/Calendar

Activity 1: 1991-92 school year
Activity 2: 1991-92 school year
Activity 3: 1993-94 school year

Cost Implications

While costs for implementation of this recommendation are difficult to estimate and will vary depending upon the choices of expansion versus new construction, the costs will be relatively high. It is for the reason that the recommendation suggests that the state implement all relevant administrative and infrastructural changes prior to the introduction of this procedure. It also is to be noted that costs may be lowered to some degree by attention to the suggestions made in national recommendation 9 in terms of equipment donation and linkages with the economic development planning process.

Personnel

Recommendation 10: We recommend that all personnel hiring, promotion, discipline and reward systems and policies be reviewed and revised, if necessary, to better enforce current standards regarding attendance, credentials, sick leave, vacation, and inservice training. It is also suggested that the necessary authority be given to the Director of Education to govern these personnel services, including needed fiscal allocations and expenditures.

Implementations Strategies

1. A teacher/administrator performance contract approach should be developed and tested on a limited basis.

2. The DOE should consider establishing school administrator certification standards, use these standards to review the credentials of all current administrators, and develop individual professional renewal plans with enforcement authority.

3. Noncertified teaching faculty should undergo a credential review and, where necessary, develop an individual professional improvement plan to be implemented within one to two years or face reassignment, with altimate loss of employment for failure to comply.

4. All enrollment approvals and courses scheduled for summer inservice training must reflect the identified needs of teachers and administrators. Those persons not able to enroll in such summer inservice training should be put on a nine-month contract for that year.

5. The policy that the state pays for all college credit work for administrators and teachers needs to be examined with a view creating a cost-sharing formula.

6. A new process for teachers and administrators to record and report instructional activities, problems, and achievements needs to be more fully specified, disseminated, implemented, and enforced, by means of ongoing inservice training.

7. A professional association for teachers and administrators should be established, in affiliation with another country's existing system, that would help professionalize the two groups and provide a platform for their unified voice in professional, social, and political issues.

Time Consideration/Calendar

Activity 1: 12-18 months
Activity 2: 12 months
Activity 3: 6 months
Activity 4: Immediate and ongoing
Activity 5: 6 months
Activity 6: 12 months and then finalize
Activity 7: 12-18 months and ongoing

Cost Implications

Activity 1-6: Little or no cost.
Activity 7: $1,000

Recommendation 11: We recommend that the state DOE prepare for the possible implementation of national report recommendation 16, which would mandate increasing the qualifications of teachers and principals in their areas of specialization.

Implementation Strategies

1. The current credentials of all teachers (grades 1-12) should be analyzed and compared to the potential course requirements of the new associate degree programs proposed in the accompanying postsecondary report.

2. A DOE-wide elementary and secondary teacher professional development plan should be developed and should specify which courses each faculty member needs for CCM Board of Regents preplanning.

3. The courses that could be needed in Chuuk to meet proposed new standards should be reported to the Board of Regents.

4. A transitional plan for teacher improvement should be recommended to the FSM, and the two-year AA degree requirement should be put aside when an individual teacher demonstrates progress in at least an associate degree program in his or her field within a five-year period.

5. The state should address its emerging manpower needs by developing a limited time, non-renewable Temporary Certificate for those seeking degrees as outlined in national recommendation 16, and a Special Certificate for those exempt from such requirements, such as teachers of local culture and languages.

Time Consideration/Calendar

All activities could be achieved in 1990. 1991-95: Actual teacher involvement.

Cost Implications

No costs, except for typical teacher tuition.

Curriculum

Recommendation 12: **We recommend that the DOE formally request of the FSM government the immediate implementation of recommendations 7 and 10 in the national report. It is further recommended that the national government provide the funding necessary to implement these recommendations**.

Implementation Strategies

1. A process should be developed to identify and assemble existing resources (i.e., materials and persons with appropriate expertise) that can be drawn upon by the nation to support the implementation of recommendations 7 and 10.

2. If necessary, the capacity of the DOE curriculum division should be expanded for a specific period of time for the purpose of developing materials and/or working with outside contractors on the preparation of materials, training, and classroom support material necessary for the acquisition of state-specific instructional and student materials.

3. Policy and implementation rules and procedures should be developed for purchasing curriculum materials from off-island publishers that meet existing curriculum standards and that contain a full complement of teacher training aids, student instructional aids, and student achievement measurement tools.

4. The possibility of partnerships with selected publishers should be explored with a view to for possible FSM cultivation of the materials and permission for state reproduction of selected student and teacher materials.

5. The DOE should encourage and support the capability of individual teachers to develop teaching materials at the building level.

6. The DOE should study its internal printing capability and the possibility of developing a low-cost arrangement with the private sector.

Time Consideration/Calendar

Activities 1-6 accomplished within the 1990-91 school year.

Cost Implications

Activity 1: no cost
Activity 2: new staff, $15,000
Activity 3: consultants, $10,000
Activity 4: no cost
Activity 5: inservice training/supplies, $10,000
Activity 6: no cost

Recommendation 13: We recommend that the state DOE be ready to support and collaborate with the national government in any future development of instructional materials and programs for bilingual and bicultural education.

Implementation Strategies

1. The DOE should examine current bilingual standards, criteria for measuring achievement, and the need for inservice training.
2. A working group of educators and others (i.e., traditional leaders) should be established to head up the examination of programs and materials.
3. The DOE should play a leadership role in convening an FSM bicultural education committee with representatives from each of the four states to examine standards of inservice training.

Time Consideration/Calendar

All strategies can be implemented on or before July 1991.

Cost Implications

Little or no cost for all activities beyond the production and printing of materials outlined in national recommendation 10 and state recommendation 12.

School Finance

Recommendation 14: We recommend that the state study a high-school-aged vocational training and employment loan program that would provide incentives to (1) gain vocational training off-island or in private schools in fields where training programs are currently unavailable and (2) to gain employment off-island in fields where no jobs are available in Chuuk. These funds would be repaid on a schedule equal to the individual's ability to pay, through state service work programs and/or cash payments.

Implementation Strategies

1. A study group made up of representatives of the DOE, the legislature, the private sector, parents, and private schools should be commissioned to study the feasibility of such a plan and suggest recommendations for its implementation.
2. Materials should be developed to describe the program, including selection criteria, monitoring procedures, and methods to collect cash payments and specifications for the work program.
3. Materials should be prepared and presented to the public to explain the program, its purpose, and how it would be implemented, and ideas and information for the plan should be sought in public meetings around the state.
4. Requests for for implementation funding for a pilot test of the proposed plan should be presented to the legislative body.
5. If funded, the plan should be pilot tested in one of the proposed districts with up to 20 students during the first year.

Time Consideration/Calendar

Activity 1: accomplished during 1990
Activity 2: accomplished during 1990

Cost Implications

Activity 1: no cost
Activity 2: preparation/printing of material, $1,000
Activity 3: miscellaneous meeting expenses, $1,500
Activity 4: no cost
Activity 5: no cost

Recommendation 15: We recommend that a five-year strategic resource development plan be prepared that reflects the possible financial shortfalls resulting from the reduction of federal funds, increased school-age population, and new required curriculum and facility improvements containing ideas for possible new resource generation.

Implementation Strategies

1. A study should be conducted to determine the feasibility of assessing a special tax or levy for the ongoing support of education on all households, regardless of whether the household includes school-age children or whether such children are sent to private schools.
2. The DOE should recommend to the FSM government that it reallocate a small percentage of foreign fishing fees and the amount now spent on foreign service, for improving the schools, especially those in the Outer Islands.
3. A plan should be developed and to presented to the Chuuk legislature that would include a special assessment to generate capital funds to purchase needed equipment including vocational education equipment, and facility repairs and construction.
4. A plan should be investigated to implement a small personal income tax earmarked for educational improvement for at least a five-year period.
5. A proposal for the state legislature should be developed to permit all elements of public education to provide services for a fee to be reinvested into educational priorities in the generating district.
6. Study the development of taxes on cigarettes and alcohol, dedicating these funds to education, specifically drug and alcohol education and prevention programs.

Time Consideration/Calendar

All activities could be achieved within an 18-month period.

Cost Implications

Activity 1-6: No cost except where special consultants may be required. Indeed, the purpose of this recommendation is to create revenues.

RESPONSES TO QUESTIONS POSED TO ALL RESPONDENT GROUPS (COMMON TO ALL GROUPS ONLY) IN CHUUK

	SPSSx LABELS	CATEGORY CODE	GROUPS						RANKS	
			Leaders		Administrators		Teachers			
			%	N	%	N	%	N	Chuuk	FSM
1a. What does it mean to be an educated person in Truk?	EDPER									
Contribute to family/society/government		1	47.2	(17)	47.6	(20)	37.5	(63)	1	1
Money/job/prestige/success		2	25.0	(9)	31.0	(13)	29.8	(50)	2	2
Improving individual happiness		3	16.7	(6)	14.3	(6)	21.4	(36)	3	3
Mastery of English		4	5.6	(2)		( )	1.8	(3)	5	5
Maintain culture/tradition		5	5.6	(2)	7.1	(3)	9.5	(16)	4	4
			100.0	(36)	100.0	(42)	100.0	(168)		
1b. Should women be educated in the same ways as men?	SAME									
No		0		( )	6.7	(2)	8.4	(9)	2	2
Yes		1	100.0	(22)	93.3	(28)	91.6	(98)	1	1
			100.0	(22)	100.0	(30)	100.0	(111)		
1c. Why should women be educated the same?	WHYSAME									
Learn appropriate division of labor		1	11.1	(4)	12.5	(5)	14.0	(24)	4	4
Equal training for leadership		2	33.3	(12)	15.0	(6)	20.5	(35)	3	3
Equip opportunities for jobs		3	27.8	(10)	32.5	(13)	34.5	(59)	1	2
Equal future challenges		4	27.8	(10)	40.0	(16)	31.0	(53)	2	1
			100.0	(36)	100.0	(49)	100.0	(171)		
2. What problems are there with schools here?	SCHHPROB									
Funds		1	13.6	(8)	12.3	(8)	25.8	(58)	2	2
Facilities/supplies/equipment		2	27.1	(16)	40.0	(26)	41.8	(94)	1	1
Unqualified faculty/staff		3	25.1	(15)	18.5	(12)	13.3	(30)	3	3
Inappropriate curriculum		4	13.6	(8)	4.6	(3)	5.3	(12)	4	4
Bad teacher attitude		5	10.2	(6)	6.2	(4)	4.4	(10)	5	5
Meshing local and western values		6	1.7	(1)	3.1	(2)	1.3	(3)	8	6
Transportation/communication		7	3.4	(2)	4.6	(3)	4.4	(10)	7	7
Lack of parental involvement		8	5.1	(3)	10.8	(7)	3.6	(8)	6	8
			100.0	(59)	100.0	(65)	100.0	(225)		
3. What are some good things about schools here?	GOOD									
Enable learning of basic skills		1	17.2	(5)	22.7	(10)	29.1	(41)	1	2
Free, accessible education		2	20.7	(6)	6.8	(3)	19.1	(27)	3	3
Prepare students for change/jobs		3	10.3	(3)	13.6	(6)	8.5	(12)	5	5
Testing program		4		( )	6.8	(3)	2.1	(3)	7	7
Improvements in curriculum/good curriculum		5	13.8	(4)	15.9	(7)	11.3	(16)	4	4
Good teachers		6	13.8	(4)	31.8	(14)	27.0	(38)	1	1
Social function of school		7	24.2	(7)	2.3	(1)	2.8	(4)	6	6
			100.0	(29)	100.0	(44)	100.0	(141)		
4a. It is important for people to go to school?	SCHIMP									
No		0		( )	3.4	(1)	0.9	(1)	2	2
Yes		1	100.0	(22)	96.6	(28)	99.1	(109)	1	1
			100.0	(22)	100.0	(29)	100.0	(110)		

	SPSSx LABELS	CATEGORY CODE	GROUPS						RANKS	
			Leaders		Administrators		Teachers			
			%	N	%	N	%	N	Chuuk	FSM
4b. Why is it important for people to go to school?	SCHWHY									
Make a living/success		1	36.7	(29)	29.3	(12)	38.0	(62)	1	1
Learn to respect tradition		2	26.7	(8)	4.9	(2)	4.9	(8)	4	4
Bring progress/change		3	36.7	(11)	31.7	(13)	27.6	(45)	2	3
Be productive/good citizens		4		( )	34.1	(14)	29.4	(48)	3	2
			100.0	(30)	100.0	(41)	100.0	(163)		
5a. Why don't more children go to elementary school?	ELEM									
They go		1	4.3	(1)	43.3	(13)	17.5	(22)	2	1
Parental influence		2	78.3	(18)	50.0	(15)	65.1	(82)	1	2
Not enough space		3	13.0	(3)		( )	0.8	(1)	4	4
Distance from school		4	4.3	(1)	6.7	(2)	16.7	(21)	3	3
			100.0	(23)	100.0	(30)	100.0	(126)		
5b. Is it important to finish elementary school?	ELEMIMP									
No		0		( )		( )	0.9	(1)	2	2
Yes		1	100.0	(23)	100.0	(27)	99.1	(110)	1	1
		-	100.0	(23)	100.0	(27)	100.0	(111)		
5c. Why is it important to finish elementary school?	ELEMWHY									
Learn basic survival/educational skills		1	48.1	(13)	55.9	(19)	39.1	(59)	1	1
Learn to make a living		2	29.6	(8)	17.6	(6)	17.9	(27)	3	3
Enables high school attendance		3	22.2	(6)	26.5	(9)	31.8	(48)	2	2
It is the law		4		( )		( )	11.3	(17)	4	4
			100.0	(27)	100.0	(34)	100.0	(151)		
5d. Why don't more children finish elementary school?	WHYFINE									
Marriage/pregnancy/drugs		1	5.9	(2)	2.7	(1)	2.8	(4)	6	6
Lack of parental interest/support		2	52.9	(18)	32.4	(12)	53.2	(75)	1	1
Students lack interest/preparation		3	26.5	(9)	21.6	(8)	25.5	(36)	2	2
Teacher absenteeism		4	5.9	(2)	13.5	(5)	2.1	(3)	5	5
Inadequate transportation		5		( )	10.8	(4)	10.6	(15)	3	4
They do finish		6	8.8	(3)	18.9	(7)	5.7	(8)	4	3
			100.0	(34)	100.0	(37)	100.0	(141)		
6a. Why don't more children go to high school?	HS									
Lack of facilities		1	26.7	(8)	34.7	(17)	32.1	(54)	2	2
Fail entrance exams		2	40.0	(12)	46.9	(23)	42.9	(72)	1	1
Peer pressures		3	3.3	(1)	2.0	(1)	3.6	(6)	5	7
Bad attitude		4		( )	10.2	(5)	4.2	(7)	4	4
Parental/family needs		5	23.3	(7)	2.0	(1)	14.3	(24)	3	3
Bad school/teacher		6		( )		( )	0.6	(1)	8	8
Inappropriate curriculum		7	6.7	(2)		( )	1.8	(3)	6	5
They do go/finish		8		( )	4.1	(2)	0.6	(1)	7	6
			100.0	(30)	100.0	(49)	100.0	(168)		

	SPSSx LABELS	CATEGORY CODE	GROUPS						RANKS	
			Leaders		Administrators		Teachers			
			%	N	%	N	%	N	Chuuk	FSM
6b. Is it important to finish high school?	HSIMP									
No		0		( )		( )	5.5	(6)	2	2
Yes		1	100.0	(21)	100.0	(27)	94.5	(103)	1	1
			100.0	(21)	100.0	(27)	100.0	(109)		
6c. Why is it important to finish high school?	HSWHY									
Get good job		1	39.1	(9)	40.0	(12)	47.1	(73)	1	1
Able to go to college		2	43.5	(10)	30.0	(9)	34.2	(53)	2	2
Better for country		3	17.4	(4)	30.0	(9)	18.7	(29)	3	3
			100.0	(23)	100.0	(30)	100.0	(155)		
6d. Why don't more finish high school?	WHYFINH									
Parents' needs/neglect		1	37.1	(13)	8.8	(3)	17.4	(28)	3	2
Lack interest/preparation/discipline		2	25.7	(9)	38.2	(13)	27.3	(44)	1	1
Get into trouble/frustration		3	14.3	(5)	26.5	(9)	9.3	(15)	4	3
No alternative to academics		4	2.9	(1)	8.8	(3)	5.0	(8)	6	6
Lack of space		5	14.3	(5)	8.8	(3)	26.7	(43)	2	4
Marriage/pregnancy/drugs		6	5.7	(2)	8.8	(3)	13.7	(22)	5	5
They do finish		7		( )		( )	0.6	(1)	7	7
			100.0	(35)	100.0	(34)	100.0	(161)		
7a. What are the best jobs here in Truk?	JOBS									
Health/education services		1	14.3	(5)	35.2	(19)	33.5	(61)	2	2
Government jobs		2	45.7	(16)	25.9	(14)	35.7	(65)	1	1
Mechanics/construction		3	8.6	(3)	9.3	(5)	4.4	(8)	5	5
Banking/business/private sector		4	31.4	(11)	18.5	(10)	14.8	(27)	3	3
Tourism (service jobs)		5		( )	1.9	(1)	3.3	(6)	6	6
Agriculture/fishing		6		( )	9.3	(5)	8.2	(15)	4	4
			100.0	(35)	100.0	(54)	100.0	(182)		
7b. How much schooling does it take to do these jobs?	SCHJOS1									
Some elementary school		1		( )		( )		( )	8	8
Elementary school graduate		2		( )		( )	1.0	(1)	7	7
Some high school		3	8.7	(2)		( )	4.0	(4)	5	6
High school graduate		4	17.4	(4)	16.7	(4)	20.2	(20)	3	3
Some college		5	26.1	(6)	33.3	(8)	27.3	(27)	2	2
College graduate		6	30.4	(7)	37.5	(9)	40.4	(40)	1	1
Education beyond college		7	13.0	(3)	8.3	(2)	4.0	(4)	4	4
Vocational/job training		8	4.3	(1)	4.2	(1)	3.0	(3)	6	5
			100.0	(23)	100.0	(24)	100.0	(99)		

	SPSSx LABELS	CATEGORY CODE	GROUPS						RANKS	
			Leaders		Administrators		Teachers			
			%	N	%	N	%	N	Chuuk	FSM
7c. Do you have enough educated people to do these kinds of jobs?	PEJOBS1									
No		0	68.2	(15)	85.7	(28)	77.4	(82)	1	1
Yes		1	31.8	(7)	14.3	(4)	22.6	(21)	2	2
			100.0	(22)	100.0	(32)	100.0	(103)		
8a. What other kinds of jobs are there here?	OTHJOBS									
Health/education services		1	13.2	(5)	8.0	(4)	5.1	(9)	6	6
Government jobs		2	15.8	(6)	22.0	(11)	7.9	(14)	5	5
Mechanics/construction		3	13.2	(5)	20.0	(10)	10.7	(19)	4	3
Banking/business/private sector		4	23.7	(9)	18.0	(9)	22.5	(40)	2	2
Tourism (service jobs)		5	15.8	(6)	10.0	(5)	19.7	(35)	3	4
Agriculture/fishing		6	18.4	(7)	22.0	(11)	34.3	(61)	1	1
			100.0	(38)	100.0	(50)	100.0	(178)		
8b. How much schooling does it take to do these kinds of jobs?	SCHJOBS2									
Some elementary school		1	13.0	(3)	14.3	(2)	12.0	(9)	3	4
Elementary school graduate		2	4.3	(1)		( )	14.7	(11)	5	4
Some high school		3	8.7	(2)	14.3	(2)	5.3	(4)	6	5
High school graduate		4	13.0	(3)	28.6	(4)	25.3	(19)	1	1
Some college		5	4.3	(1)	7.1	(1)	16.0	(12)	3	2
College graduate		6	8.7	(2)	7.1	(1)	5.3	(4)	7	3
Beyond college		7	4.3	(1)		( )	5.3	(4)	8	4
Vocational/job training		8	8.7	(2)	28.6	(4)	6.0	(12)	2	3
			100.0	(15)	100.0	(14)	100.0	(75)		
8c. Do you have enough educated people to do these kinds of jobs?	PEJOBS2									
No		0	45.0.	(9)	61.5	(16)	65.3	(66)	1	1
Yes		1	55.0	(11)	38.5	(10)	34.7	(35)	2	2
			100.0	(20)	100.0	(26)	100.0	(101)		
9a. If students could bet better jobs outside of Truk, would they be encouraged to take them?	OUTJOBS									
No		0	25.0	(5)	17.2	(5)	20.2	(22)	2	2
Yes		1	75.0	(15)	82.8	(24)	79.8	(87)	1	1
			100.0	(20)	100.0	(29)	100.0	(99)		

	SPSSx LABELS	CATEGORY CODE	GROUPS						RANKS	
			Leaders		Administrators		Teachers			
			%	N	%	N	%	N	Chuuk	FSM
9b. Why should they be encouraged to take jobs outside of Truk?	OUTWHY									
If they return		1	6.7	(2)	6.8	(3)	4.9	(7)	4	4
Needed here		2	10.0	(3)	11.4	(5)	9.2	(13)	3	3
Can better provide for family		3	10.0	(3)	18.2	(8)	26.8	(38)	2	2
More/better job/income opportunities		4	50.0	(15)	52.3	(23)	47.9	(68)	1	1
Greater job difficulties if return		5	6.7	(2)	2.3	(1)		( )	8	8
Reduce population pressure		6	3.3	(1)	6.8	(3)	4.9	(7)	5	6
Skills enhancements		7	10.0	(3)	2.3	(1)	2.8	(4)	6	5
Cannot compete		8	3.3	(1)		( )	3.5	(5)	7	7
			100.0	(30)	100.0	(44)	100.0	(142)		
9c. If people leave here to get better jobs, are there any problems for them and the nation?	NATPROBS									
No		0	13.6	(3	25.0	(7)	23.1	(24)	2	2
Yes		1	86.4	(19)	75.0	(21)	76.9	(80)	1	1
			100.0	(22)	100.0	(28)	100.0	(104)		
9d. What problems are caused for the people and the nation when they take jobs outside of Truk?	PROBWHY									
Create brain drain		1	18.8	(6)	26.7	(8)	31.7	(39)	2	1
Create culture conflicts		2	28.1	(9)	26.7	(8)	30.9	(38)	1	3
Bad reflection on state		3	15.6	(5)	3.3	(1)	1.6	(2)	5	5
Difficulty adapting elsewhere		4	28.1	(9)	36.7	(11)	23.6	(29)	3	2
Causes problems in return		5	9.4	(3)	6.7	(2)	12.2	(15)	4	4
			100.0	(32)	100.0	(30)	100.0	(123)		
10a. What language or languages should teachers speak in the classroom?	LANG									
Local language primarily		1	8.7	(2)		( )	3.5	(4)	4	4
English primarily		2	13.0	(3)	6.3	(2)	8.0	(9)	2	2
English only		3	4.3	(1)	12.5	(4)	6.2	(7)	3	3
Both English and local languages		4	73.9	(17)	81.3	(26)	82.3	(93)	1	1
			100.0	(23)	100.0	(32)	100.0	(113)		
10b. What should be the main language spoken in classrooms?	MAINLANG									
English		1	58.8	(10)	40.0	(10)	52.5	(53)	1	1
Local language		2	23.5	(4)	20.0	(5)	26.7	(27)	2	3
English and local language		3	17.6	(3)	40.0	(10)	20.8	(21)	3	2
			100.0	(17)	100.0	(25)	100.0	(101)		

	SPSSx LABELS	CATEGORY CODE	GROUPS						RANKS	
			Leaders		Administrators		Teachers			
			%	N	%	N	%	N	Chuuk	FSM
10c. What grade should start to speak English?	ENGSPEAK									
		1	76.2	(16)	73.3	(22)	62.9	(66)	1	1
		2		( )		( )	3.8	(4)	5	5
		3	4.8	(1)	13.3	(4)	17.1	(18)	2	2
		4	14.3	(3)		( )	6.7	(7)	3	3
GRADE		5		( )	13.3	(4)	3.8	(4)	4	4
		6	4.8	(1)		( )	3.8	(4)	6	6
		7		( )		( )		( )	8	6
		8		( )		( )		( )	8	7
		9		( )		( )	1.9	(2)	1	7
			100.0	(21)	100.0	(30)	100.0	(106)		
10d. What grade should start to teach English?	ENGTEACH									
		1	61.9	(13)	39.3	(11)	45.3	(48)	1	1
		2		( )	3.6	(1)	5.7	(6)	5	6
		3	19.0	(4)	7.1	(2)	20.8	(22)	2	2
GRADE		4	14.3	(3)	17.9	(5)	13.2	(14)	3	3
		5		( )	21.4	(6)	10.4	(11)	4	5
		6		( )	7.1	(2)	2.8	(3)	6	4
		7	4.8	(1)	3.6	(1)	1.9	(2)	7	7
			100.0	(21)	100.0	(28)	100.0	(106)		
11a. Should the national government or the states determine education policies?	NATPOL									
FSM		1	28.6	(6)	17.9	(5)	25.5	(26)	2	3
States		2	42.9	(9)	60.7	(17)	54.9	(56)	1	1
FSM and states jointly		3	28.6	(6)	21.4	(6)	19.6	(20)	3	2
			100.0	(21)	100.0	(28)	100.0	(102)		
11b. Why do you feel this way about who should determine education policies?	WHYPOL									
State knows needs/problems best		1	42.9	(9)	65.6	(21)	57.8	(57)	1	1
FSM knows needs/problems best		2	23.8	(5)	21.9	(7)	24.2	(24)	2	3
Depends on issue		3	33.3	(7)	12.5	(4)	18.2	(18)	3	2
			100.0	(21)	100.0	(32)	100.0	(99)		
12a. Who does a better job in Truk, the public or private schools?	PUBPRI									
Public		1	4.3	(1)	7.1	(2)	20.8	(22)	2	2
Private		2	95.7	(22)	92.9	(26)	79.2	(84)	1	1
			100.0	(23)	100.0	(28)	100.0	(106)		

	SPSSx LABELS	CATEGORY CODE	GROUPS						RANKS	
			Leaders		Administrators		Teachers			
			%	N	%	N	%	N	Chuuk	FSM
12b. Why do you think this way?	BETWHY									
Quality of education/curriculum		1	20.5	(8)	23.8	(10)	35.1	(53)	1	1
Accountability required		2	17.9	(7)	9.5	(4)	13.9	(21)	3	4
Better teachers		3	28.2	(11)	21.4	(9)	24.5	(37)	2	2
Irresponsible public school teachers		4		( )	2.4	(1)	1.3	(2)	8	8
Better discipline		5	17.9	(7)	11.9	(5)	9.3	(14)	4	5
Selectivity of student body		6	5.1	(2)	9.5	(4)	6.6	(10)	5	3
Parents more supportive		7	5.1	(2)	11.9	(5)	4.0	(6)	7	6
Teach in English		8	5.1	(2)	9.5	(4)	5.3	(8)	6	7
			100.0	(39)	100.0	(42)	100.0	(151)		
13. Where were you born?	BORN									
Same island		1	65.2	(15)	66.7	(20)	83.6	(92)	1	1
Other FSM island		2	13.0	(3)	20.0	(6)	8.2	(9)	2	3
Outside FSM		3	21.7	(5)	13.3	(4)	8.2	(9)	3	2
			100.0	(23)	100.0	(30)	100.0	(110)		
14. Did you ever live elsewhere?	LIVEELSE									
No		0		( )	30.0	(9)	22.7	(25)	2	2
Yes		1	100.0	(23)	70.0	(21)	77.3	(85)	1	1
			100.0	(23)	100.0	(30)	100.0	(110)		
15. If yes, where did you live?	WHERE									
Other FSM island		1	26.8	(11)	29.4	(10)	28.3	(36)		
Other Pacific island, exclusive of Hawaii		2	31.7	(13)	32.4	(11)	27.6	(35)		
Hawaii		3	17.1	(7)	17.6	(6)	16.5	(21)		
U.S. mainland		4	19.5	(18)	14.7	(5)	23.6	(30)		
Other		5	4.9	(2)	5.9	(2)	3.9	(5)		
			100.0	(41)	100.0	(34)	100.0	(127)		
16. What was your age on your last birthday?	AGE									
Mean			43.6		47.3		37.5			
Median			41.0		48.0		36.0			
17. What languages do you speak?	LANGS									
One FSM language plus English		1	31.0	(9)	60.0	(21)	63.4	(83)		
More than one FSM language plus English		2	41.4	(12)	22.9	(8)	16.8	(22)		
Another language		3	24.1	(7)	17.1	(6)	17.6	(23)		
		4	3.4	(1)		( )	2.3	(3)		
			100.0	(29)	100.0	(35)	100.0	(131)		
18. Are you married?	MARRY									
No		0	9.1	(2)	3.4	(1)	16.2	(18)		
Yes		1	90.9	(20)	96.6	(28)	83.8	(93)		
			100.0	(22)	100.0	(29)	100.0	(111)		

	SPSSx LABELS	CATEGORY CODE	GROUPS					
			Leaders		Administrators		Teachers	
			%	N	%	N	%	N
19. Do you have children?	CHILD							
No		0	4.5	(1)	3.4	(1)	13.8	(15)
Yes		1	95.5	(21)	96.6	(28)	86.2	(94)
			100.0	(22)	100.0	(29)	100.0	(109)
20. How many children do you have?	NUMCHILD							
Mean			5.6		6.2		5.0	
Median			5.0		5.5		4.0	
21. What is age of your youngest child?	AGECHI1							
Mean			5.2		8.1		4.2	
Median			4.0		7.5		2.5	
22. What is age of your oldest child?	AGECHI2							
Mean			16.5		20.3		14.0	
Median			16.0		21.5		12.0	
23. How long have you held your current position?	POSITION							
Less than one year		1		( )	10.0	(3)	7.2	(8)
1-5 years		2	54.5	(12)	43.3	(13)	24.3	(27)
6-9 years		3	18.2	(4)	10.0	(3)	18.9	(21)
10 years or more		4		( )	36.7	(11)	49.5	(55)
		5	27.3	(6)		( )		( )
			100.0	(22)	100.0	(30)	100.0	(111)
24. How many years of your life have you had a salaried job outside of your house?	YEARS							
Mean			19.6		21.2		13.1	
Median			17.0		21.0		11.0	
25. Do you think you earn--	EARN							
More than most		1	68.2	(15)	42.9	(12)	19.3	(21)
About the same		2	18.2	(4)	35.7	(10)	43.1	(47)
Less than most		3	13.6	(3)	21.4	(6)	37.6	(41)
			100.0	(22)	100.0	(28)	100.0	(109)
26 How many years of schooling have you had?	EDUC							
Mean			15.3		14.8		14.0	
Median			16.0		14.0		14.0	
27. Do you hold any diplomas or degrees?	DIPS1							
Elementary		1	40.5	(15)	37.5	(18)	34.5	(57)
High school		2	21.6	(8)	14.6	(7)	12.7	(21)
Associate degree		3	5.4	(2)	20.8	(10)	34.5	(57)
College degree		4	27.0	(10)	18.8	(9)	17.0	(28)
Graduate degree		5	5.4	(2)	8.3	(4)	1.2	(2)
			100.0	(37)	100.0	(48)	100.0	(165)

	SPSSx LABELS	CATEGORY CODE	GROUPS					
			Leaders		Administrators		Teachers	
			%	N	%	N	%	N
28. Have you had other schooling?	DIPS2							
No		0	28.6	(6)	30.8	(8)	46.1	(47)
Yes		1	71.4	(15)	69.2	(18)	53.9	(55)
			100.0	(21)	100.0	(26)	100.0	(102)
29. Are you continuing your education now?	CONT							
No		0	95.5	(21)	63.0	(17)	74.5	(79)
Yes		1	4.5	(1)	37.0	(10)	25.5	(27)
			100.0	(22)	100.0	(27)	100.0	(106)
30. Did you ever attend a private elementary or high school?	PRIVSCH							
No		0	72.7	(16)	67.9	(19)	58.6	(65)
Yes		1	27.3	(6)	32.1	(9)	41.4	(46)
			100.0	(22)	100.0	(28)	100.0	(111)
31. If yes, what grades did you attend a private school?	GRADES							
1-3		1		( )	20.0	(2)	33.3	(13)
4-6		2	20.0	(1)	30.0	(3)	25.6	(10)
7-9		3	20.0	(1)	10.0	(1)	28.2	(11)
10-12		4	60.0	(3)	40.0	(4)	12.8	(5)
			100.0	(5)	100.0	(10)	100.0	(39)
32. Where did you go to school?	PLACE							
One island in FSM		1		( )	20.7	(6)	20.4	(22)
More than one island in FSM		2	23.8	(5)	24.1	(7)	24.1	(26)
Outside FSM only		3	9.5	(2)	6.9	(2)	7.4	(8)
Both in and outside FSM		4	66.7	(14)	48.3	(14)	48.1	(52)
			100.0	(21)	100.0	(29)	100.0	(108)

YAP EDUCATIONAL LEADERSHIP WHO CONTRIBUTED TO STATE RECOMMENDATIONS AND IMPLEMENTATION STRATEGIES

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Louis M. Tarweiche, Administrator, Management & Support Services, YDOE
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CHAPTER 12

YAP

State Overview

Yap proper and its neighboring islands are unique--considerably different in many respects than any of the other states of the Federated States of Micronesia (FSM). The westernmost of all states in the FSM, it is composed of 149 islands. Yap proper includes four large islands and seven smaller islands surrounded by barrier reefs. The remainder of the 149 islands are termed Outer Islands or Neighboring Islands; Ulithi and Woleai are the largest of these. Colonia is the capitol and is located on Yap proper. The total land area of all islands is 46 square miles. Yap state is third in size of land mass of the four states of the FSM.

Approximately 12,000 people inhabit Yap proper and the Outer Islands. Most people inhabit coastal areas. Approximately 30 percent live in the capital city of Colonia. The high, mountainous interior of Yap is nearly uninhabited. Those living in Yap proper are considered Yapese, while the ethnicity of Outer Island people is identified by residence on their respective island (e.g., Ulithians, Satawalese, etc.).

Both English and the various indigenous languages are the official languages of Yap. However, English is used principally in the schools and in business dealings with English-speaking people and other FSM residents, English being the only language common to all the states.

In addition to diversity in terms of principal languages, major and minor dialects also contribute to the cultural complexity. In addition, many people are multilingual. The language of the Outer Islands is different than that of Yap proper.

Traditional culture and customs have a predominant influence. The clan system and extended families are very important in Yap. Traditional leaders or chiefs (for example, the Council of Pilung of Yap proper and the Council of Tamol of the Outer Islands) guide the people in solving family problems and in working together for the common good of all. Yap society functions through group discussion and consensus. Traditional Micronesian culture is more evident in Yap than in any of the other FSM states. Western clothing is worn in the capital city of Colonia, except by inhabitants of the Outer Islands. Outer Island males wear loin cloths and females wear hibiscus or cloth lavalavas. Citizens of Yap proper often wear traditional clothing in the villages as well as western clothing.

A strict caste system exists in Yap. A person's caste level is determined at birth and changes only through marriage or adoption. The presence of the caste system in Yap is not without consequences for education and its improvement. It is not the role of the team to advocate retention or removal of the caste system. However, it is our responsibility to alert the leadership of Yap to the implications of the caste system on education.

First, if a goal of the education system is to provide all students with equal educational opportunities, caste distinctions make it difficult to achieve. Lower-caste students may not be treated as equals by peers from middle and upper castes, for example. One team member wondered about the physical safety and emotional well-being of assertive lower-caste students in classrooms serving upper-caste students. Second, the caste system has implications for educational leadership. If caste determines in whole or in part who is to be in authority or deserve respect, valuable administrative or teaching talent may not be able to contribute fully. Third, the economic growth of Yap depends in large measure on its educational base--how well its pool of young people are prepared to deal with economic opportunities and challenges. Introducing the variable of relative position in the caste system can serve to restrict the effectiveness of an appropriate response to new opportunities.

With regard to transportation, paved roads exist only in and around the capital city. All other roads on Yap proper and on the Outer Islands--where they exist--are unpaved and are generally difficult to negotiate by car. A contractor from Korea is now preparing to pave roads with asphalt leading north and south from the capital to the extremities of Yap proper. Private taxi service exists and a government-funded bus system provides public transportation.

Small motor boats are used for transportation between the many islands in the state of Yap. The state government's field-trip ship (the Micro Spirit) makes periodic trips to the outer islands and Pacific Missionary Aviation (PMA) provides transport to and from Ulithi three times per week. Commercial jet airline service and large ships are also available for passenger travel and shipment of imports, exports, and needed supplies and equipment.

Electricity is available on Yap proper. Electric power lines reach into the rural areas on this particular island. The Outer Islands rely on smaller electrical power generators or, in many instances, have no electricity-generating capacity at all.

Telephone service is available mainly in and around Colonia. Calls to the outside world can be placed with a reasonable chance of success and clarity, but such calls are expensive. Facsimile transmissions (e.g., FAX) enhance interisland communication and continuing communication worldwide.

Culturally, Yap has been influenced over the years by the occupying forces of various nations: Spain, Germany, Japan, and most recently, the United States of America. Each foreign influence has left a residue of thinking and practices that Yap citizens must attempt to reconcile with their traditional customs. These foreign influences are soundly embedded and continue to shape opinions regarding the most useful way for Yap to associate itself with the modern monetary economy and become a more integral part of that economy, while simultaneously retaining its own traditions.

Socioeconomic data show that Yap has the highest average annual per capita income in the FSM, at $1,726, and an average household income of $5,580 per year (with a median of five persons per household). Average household expenditures in Yap totaled $4,472 annually.

Yap citizens use subsistence agriculture and marine resources more than other FSM citizens to reduce household expenditures, and there are abundant forest resources for constructing traditional homes and buildings. The amount of food consumed in Yap from traditional, subsistence-production sources is double the amount purchased. Thus, Yap citizens have a slightly greater disposable income than FSM citizens in other states (JK Report, June 1989, p. 5).

The government is the largest employer in the monetary-based economy. Development of the private sector is emphasized in the Yap government's plan for economic growth. Several concerns temper economic development efforts, however. These include increasing environmental and water pollution, encroachment of outside influences upon traditional culture and customs, insufficient numbers of properly trained private and public sector managers and skilled workers, distance and transportation costs, and government dominance as the largest employer.

Yap has developed and continues to sharpen its governmental tools for dealing with an economy in transition. The state is developing a more diversified economy and is attracting worldwide attention from investors. Yap is positioning itself to meet the enormous challenges that the coming years may present: there is no deficit spending, infrastructure development is under way, and there is a renewed commitment to a more responsive educational system.

The Elementary and Secondary Educational System

Information about expectations for and perceptions of the pubic education system in Yap was gained through interviewing a wide range of citizens and surveying three groups--persons designated as being leaders in Yap society, school administrators and teachers. Expectations and perceptions of the public education system by the citizens of Yap may well influence how the education system is structured, governed, and administered in the future. Some of the major expectations and perceptions of the education system currently in place are presented below using data from the survey.

Leaders, school administrators, and teachers believe that being an educated person in Yap means first that one contributes to family, government and society. Second, it means achieving success in life, as demonstrated by holding a good job, earning sufficient money, and having prestige. Third, being an educated person leads to achieving individual happiness in life. Survey participants were asked whether women should be educated in the same ways as men. Thirty-eight of 39 respondents answered in the affirmative. The most frequently stated reasons were (1) to give them an equal opportunity to obtain jobs and (2) to meet future challenges. Survey data specific to the importance of being an educated person and equality of education to both sexes are found in questions 1a, 1b, and 1c in the summary tables at the end of this state report.

There was no question in the minds of survey respondents regarding the importance of formal schooling as a requisite for becoming an educated person. All those responding to question 4a stated that it was important for children to go to school. The major reasons given (question 4b) included (in rank order) the need to ultimately make a living, the fact that education is needed to be a good and productive citizen, and the belief that education helps bring about change and progress. Furthermore, 30 of the 31 persons responding to question 5b agreed that it was important to finish elementary school, and 40 of the 41 respondents to question 6b agreed that it was important for students to finish high school.

Survey participants (as well as those interviewed) not only expressed what they expected from their schools but also indicated what they believed to be the system's major problems. For example, when asked to list the major problems of the public schools (question 2), the problems most frequently reported by survey respondents were (in rank order) inadequate funds, unqualified faculty/staff, and inappropriate curriculum.

Although elementary school attendance is mandatory, not all children are believed to be attending school. Parental influence was given as the one reason for nonattendance (question 5a). Survey respondents perceived that students' lack of interest/preparation and lack of parental interest/support (in that order) were the two main reasons why children did not finish elementary school (question 5d).

Parental needs and poor schools/teachers (in that order) were the two main reasons given by survey respondents to explain why more students did not go to high school (question 6a). Asked why more students did not finish high school, respondents gave as major reasons the following: (1) lack of interest, preparation, and/or discipline, (2) parents' needs/neglect, and (3) students' getting into trouble or being frustrated with schooling (question 6d).

Education is seen in Yap as a precondition to obtaining a good job. Survey respondents ranked health/education services jobs, government jobs, and those in banking and business as the best ones in Yap (question 7a). Seventy-four percent of persons responding to question 7b stated that either some college preparation, completion of college, or postgraduate studies was a prerequisite for doing the best jobs. High school graduation was deemed necessary for obtaining jobs not categorized as the best (question 8b). And, in spite of the fact that nearly 60 percent of persons responding to question 8c believed that there were not enough educated people to fill the jobs that were available, 63 percent said they would encourage students to leave to obtain better jobs (question 9a). The interrelationships of jobs, economic development, and the education system cannot be overlooked in Yap.

Several major components of the education system are described next. These include its governance, personnel, infrastructure, and financing, as well as several related issues. Next, strategies intended to improve the education system are presented along with cost considerations and time frames for each one.

Governance

Provisions for governance of the educational system are detailed in Article XII of the Constitution of the state of Yap, in the state code, and in the Five-Year Plan (1988-1993).

Article XII addresses health and education in Section 2, stating, "The State government shall provide for public education and schools. Public elementary education shall be free. Tradition and customs of the people of this state shall be taught in public schools as provided by law." The state Director of Education is appointed by the Governor and according to the state code is granted "all responsibility and authority for the educational program and administrative procedures of the Department of Education (DOE)." Additionally, the state director "shall establish all necessary policy and procedures to ensure the day-to-day operation of the department in accordance with the Federated States of Micronesia codes and applicable state laws."

Elementary and secondary public education programs in Yap receive guidance from a five-member state Board of Education. One member is the state Director of Education, while the other four are appointed by the governor. Municipalities and villages may petition the state Board of Education to have local school boards chartered and certified. The Yap state code allows local school boards in Yap proper to hire, supervise, and remove culture teachers at anytime; however, at this time such teachers are hired in the same manner as other classroom teachers.

State law also establishes school districts, describes their boundaries, compels attendance for elementary school students in their district of residence, and excuses from attendance those attending a nonpublic school or those who otherwise have been excused by the district school board and educational administrator. Other education areas addressed in state law are the scholarship and loan fund, scholarship and grant deposit fund, and educational and recreational television.

The state of Yap's education mission, as stated in the five-year plan, is "to provide quality education for all children, youth, and adults of Yap; to develop relevant educational programs appropriate to the state of Yap; to meet the challenge of the present and the future; and to be responsive to the socio-cultural, economic, and political trends of the State, the Nation, the Pacific region, and the world."

The Department of Education is organized administratively into three units. The Yap proper School Administrator, in association with the Council of Pilung, directs the twelve elementary schools and one secondary school on Yap proper, as well as school boards and community development activities. A parallel unit headed by the Neighboring Island School Administrator, in association with the Council of Tamol, directs the operations of the 17 elementary schools, 1 middle school, and 1 secondary school on the Outer Islands, as well as the school boards and community development activities. The third unit of the DOE is the Management and

Support Administration, responsible for budget, personnel, curriculum, student services, and (at the present time) the phasing out of U.S. federally funded programs.

Private schools in Yap are established pursuant to Section 251, Title 40, of the FSM national code. The state Director of Education reviews all applicants for private school charters and submits them to the President of the FSM for approval. Each private school is governed through its own Board of Trustees and managed by a school administrator/headmaster with the advice and consent of the faculty, parents, and students. Two private schools are operated in Yap: St. Mary's Elementary Catholic School and the Seventh Day Adventist Elementary School. Both of these schools are located on Yap proper. There has been a rapid rate of growth of private school attendance on Yap proper. However, this option is open only to those who can afford it or to those who know the system well enough to send their child with the help of a sponsor arranged through the private school.

Nearly 75 percent of the persons responding to question 12a believed that the private schools did a better job of educating children than the public schools. Unfortunately, many persons in Yap with the greatest potential for influencing a change in the public schools have quite often elected to send their own children to the private schools.

The public elementary and secondary education system is managed from the top down by the DOE. The staff of the DOE consists of a Director of Education who is assisted by a staff of curriculum specialists and supervisors.

The FSM code and DOE policy mandate that the Director of Education administer the department and establish educational policies for Yap. By law, neither state nor local school boards are policymaking bodies. There is, therefore, very limited citizen involvement in the governance of education. Indeed, school administrators and classroom teachers often reported to project staff that parents had little or no interest in the schools or in what is going on in the classrooms.

On the other hand, the interviewers observed more parents around schools in Yap than elsewhere in the FSM. The section on recommendations addresses the issue of promoting greater involvement of citizens in the governance of schools.

Personnel

On a day-to-day basis, schools are operated under the direction of either a principal (i.e., a full-time administrator) or head teacher (i.e., a part-time administrator who also teaches all or part of the day). Principals and head teachers do not have the authority to hire or fire teachers; nor does the local school board, with the exception of the employment of culture teachers.

Principals and head teachers vary in their training and in their level of self-confidence when it comes to supervising instruction. Indeed, administrators who were interviewed varied in the degree to which they considered supervision of instruction to be one of their responsibilities. Since school administrators are not required to have specialized training and in some cases do not even aspire to an administrative role, it is easy to understand why some administrators do not assume responsibility for instructional leadership: often they feel it is a thankless assignment they have been asked to take without adequate preparation. The DOE has initiated training for these individuals and is attempting to develop greater skills for school administrators.

Infrastructure

Maintaining the public school infrastructure is complicated by a number of factors. Geography dictates that twelve schools are situated on Yap proper, and nineteen are located on neighboring islands. Many of the school buildings are old and not well maintained. Basic design inadequacies and weather conditions here have also contributed to the destruction and decay of some buildings.

This situation is unfortunate. School buildings should be inviting places for teaching and learning; they should be adequate for community meetings and other opportunities for educating the general public. These standards are not being met in most of the school facilities of Yap proper and the neighboring islands.

Transportation on Yap proper, the isolation of the Outer Islands, and adequacy of school buildings and grounds are the three aspects of infrastructure addressed in this report. Unfortunately, these three aspects are barriers to the creation of an inviting, pleasant, and reasonable environment for teaching and learning.

Paved roads would, in effect, bring village schools on Yap proper closer to the community center of Colonia by reducing transportation time. Improved roads would reduce the need for the heavy-duty vehicles presently required to reach many outlying areas. The distances involved are not great, but driving time is considerable under present road conditions. Improvement of the roads would make it much easier to move students to available classrooms, teachers to schools that need staff, and school supplies to wherever they are needed. The road-paving work presently under way, while planned to cover the entire island, is a beginning.

Isolation is definitely a problem on the Outer Islands. It often seems that the only contact with DOE occurs when supplies and materials arriving on the field-trip ship. Even this is often disappointing--all too frequently, expected supplies do not arrive. Transportation limitations also prevent many students on the outer islands from going to school. Radio or telephone contact among schools and between schools and the district center does not currently exist. In the Outer Islands, there are no paved roads or telephones, the community is small, and walking is the only way to get to and from school. Communication within the villages is by word of mouth.

Great differences were observed in the adequacy and condition of elementary school buildings and grounds. In general, elementary schools on Yap proper have fairly well-maintained buildings, especially when students, parents, and other community members are involved in maintenance and repair activities. Many of the schools need paint and lockable storage rooms, fences, or designated boundaries around the school grounds. The neighboring island elementary schools were clearly the most deficient, with inadequate catchments for making clean water readily available, leaking roofs, and virtually no screens to keep insects out of classrooms or at least minimized. Very few of the elementary schools had adequate toilet facilities and none had modern flush toilets. None of the elementary schools had electric lighting.

Several schools were located in low-elevation areas, particularly in the neighbor islands, and water commonly collected on school grounds. Nearly all elementary schools lack graveled sidewalks; student traffic thus carries mud into buildings, making it difficult to keep them clean.

Playground equipment was typically limited to a tether ball on a pole, with the unpaved surface worn down in a water-collecting circle at its base. School principals, teachers, and parents reported that ordered maintenance supplies and materials either were denied by the DOE or arrived in insufficient quantities to complete a building maintenance job. Sometimes schools received tools, equipment, and supplies not ordered or needed at all.

All elementary classrooms lacked chalkboards of adequate size, and existing chalkboards were in poor repair. None of the elementary schools had lunchrooms to feed the children. Most offices for elementary school principals also served as a storage room for school supplies and equipment.

Student-teacher ratios varied from 5:1 in some locations to 40:1 only a few miles away in Yap proper. Likewise, low student-teacher ratios were noted in some neighbor islands, while equally high ratios were simultaneously noted on other Neighbor Islands.

Such inappropriate student-teacher ratios and the size of school facilities make it impossible in some locations to provide adequate educational opportunities at the critically important elementary level. Some classrooms were so overcrowded that it appeared as if students would have to walk on desktops to get to their desk; obviously teachers in such overcrowded conditions would be unable to provide individualized assistance to students. Inadequate ventilation is a final problem in many schools. Temperatures reach unbearable levels because of the intense sun.

Yap has adequate secondary school facilities for its students to attend a high school. Both the Outer Island High School on Ulithi and Yap High School have potential to handle more students; however, both schools need work on their facilities. The Outer Islands Middle School at Woleai offers a transition for students coming from the islands in preparation for attending high school on Ulithi.

With the exception of space in the high schools, many secondary education facilities have deficiencies similar to those noted in the elementary school facilities. The Outer Island High School (OIHS) on Ulithi is trying to repair and replace facilities damaged or blown away in a typhoon several years ago. The school is also attempting to repair roofs deteriorating from salinity and ocean spray. With the exception of the new roof on the vocational auto repair instructional building, nearly every roof on the OIHS campus leaks. Several buildings have such badly deteriorated roofs that you can look through and see the sky. The OIHS cafeteria, a most crowded and unsanitary place, has a deteriorated roof that permits rain and insects to stream in.

Restrooms do not exist at OIHS. Students and teachers use the space beyond the sea wall adjacent to the campus for toilet necessities.

Most of the buildings on the OIHS campus and the campus of the high school on Yap proper need a fresh coat of paint both inside and out. Electrical lighting is generally sufficient in the Yap proper high school, but more lighting is needed in several classrooms/shops. At the OIHS, electrical power and illumination are generally inadequate. Both high schools have insufficient sidewalks and poorly kept school grounds. Neither high school has adequate ventilation to offset the heat generated by the intense sun.

Personnel

There was widespread concern about the qualifications of the instructional and administrative staff. Classroom teachers typically have training ranging from high school diplomas to bachelor's degrees in education; however, the great majority hold only an AA degree--and not in education. Of the few teachers holding bachelor's degrees, most have not had teacher training as a part of their formal education.

The college courses that lead to an AA degree are not geared to teacher preparation; therefore, the completion of an associate degree prepares students for a government office job as well as for teaching; indeed, the preparation may be more appropriate for the office job.

A further problem is that teachers are being taken out of their classrooms and sent to whatever college training is offered in order to obtain an associate degree. Because of this practice, either other teachers often had to do the work of the absent teacher, as there were no funds for substitute teachers, or students were dismissed because there was no teacher. Furthermore, the training teachers received and the training they needed or saw as relevant to their work were not always the same.

The need to increase the requirements for certification of teachers/administrators and to enforce such standards was clearly seen and accepted. It was felt that the lack of transitional certification for current teachers might cause a shortage of personnel for staffing the schools. One observation was that some work pertinent to the classroom could be incorporated into college courses: for example, work associated with pilot testing the new basic reading series and development of classroom materials in local languages.

The present personnel system does not utilize layoffs of teachers who are no longer needed or transfers of teachers and/or students according to need or available space. This practice severely impedes the equity and efficiency of the educational system.

Curriculum

Students must have curriculum materials to study and teachers must have curriculum materials to teach students. The curriculum must match and prepare the "educated person" discussed earlier and also prepare students for the "best" and other jobs. Unfortunately, the almost total absence of curriculum materials for use by elementary and high school students in classrooms was quite evident.

A lack of agreement existed among all survey respondents regarding the language(s) teachers should speak in the classroom, which should be the main language spoken in the classroom, and in what grades English, the official FSM language, should be spoken and taught. The majority believed that both English and local language(s) should be spoken in the classroom; however, English should be the main language teachers use, and teachers should start speaking English in the first grade. Less agreement existed on the grade in which English instruction/teaching ought to begin. The largest percentage of all respondents, however, indicated that students should begin to be taught English in the first grade (questions 10b and 10d).

The disagreement on the speaking and teaching of English is not surprising. As was noted earlier, English is not routinely used in the villages and as the language of communication in and around the schools. Vernacular languages are used almost exclusively. As a result, the existing policies on how and when

English is to be integrated into curriculum and instruction from elementary through high school are not being implemented.

Finance

For fiscal year 1990 (FY 90) Yap has an education budget of $2,339,406, and a projected enrollment in kindergarten through twelfth grade (K-12) of 3,277.

This budget is made up as follows:

o Yap State Legislative Appropriation:

U.S. Compact Funds 211(a)	$1,041,400
U.S. Compact Funds 221(b)	874,900
Total	1,916,300

o U.S. Federal Funds (ESEA):

Chapter I Carry Over	64,183
Chapter II Carry Over	145,040
Transition (Chapter I & II)	213,883
Total	423,106

o Total	$2,339,406*

*Total does not include vocational education funds from FSM and state appropriation for school facilities.

The Yap education budget for FY 88 was approximately $3,487,000; the FY 90 appropriation is a reduction of approximately 33 percent from FY 88. If the U.S. Federal Funds under Chapter I and II cease, either the Yap state legislature will need to appropriate additional funds from some source or the budget will be further reduced, since Chapter I and II funds make up 18 percent of the FY 90 operating budget. Presently no state or national revenue supports Yap's education.

According to the five-year plan, "there are no guaranteed fund allocations from Yap State Legislature or FSM Congress for the DOE. All requests will be evaluated on a strictly competitive basis." The FY 90 FSM budget appropriated $100,000 for vocational education, which will be distributed on a per capita basis upon receipt of an application from the state.

Although many people interviewed indicated that what Yap needed was more money, more than a few also stated that the problem was not the amount of funds but rather the way funds were used. Given the governance structure described earlier, the people do not really understand how the government operates the schools. They know that the amount they pay to send their children to private school--while it may be a lot for them to pay--is thought to be less than the amount the government spends. Therefore, the assumption is that government must not be spending wisely, efficiently, and appropriately.

Other Issues

Three other issues and considerations are offered regarding education in Yap: data management and planning, exporting talented and skilled people, and the purpose of education in Yap. All three are presented here to further stimulate constructive efforts for improving education in beautiful Yap proper and the Outer Islands. A final note before addressing these issues is the remarkable candor and the willingness to accept criticism of those both inside and outside the Yap education system regarding the current status of education. Those working to improve the system express feelings of defeat and extreme criticism, even of those things that are being done quite well. While honest and well-founded criticism is to the good, honest and well-founded recognition of things being done or being planned for improving the educational system is also to the good.

Data management and planning. Management of data is at this point not very sophisticated; however, Yap appears to be well organized and able to produce data in a more responsive manner than generally found in the nation.

Yap has a sophisticated five-year (1988-1993) education plan. The plan acknowledges the participation of many people in both Yap proper and the neighbor islands in the preparation of the document that describes each school and its purpose, history, staff, facilities, programs, policies, strengths, and weaknesses. The plan further outlines detailed objectives, activities, timelines, and resources needed to overcome weaknesses found or to maintain present strengths. Additionally, Yap responded to the congressional requirement in C.P. 5-110 for a report on the status of education. If all that is needed is documentation of the status and a plan for correcting the deficiencies and maintaining the strengths, then Yap has accomplished the job. Work currently accomplished, especially the process of involving so many, is a big step in the direction of improving the schools, but it is not enough. As financial resources decline, an even more carefully designed strategy or strategies will be required.

Exporting talent. Over 60 percent of those responding to survey question 9a indicated that students should be encouraged to seek better jobs outside of Yap, if it is possible to get them. Several reasons were given for such encouragement, such as being better able to provide financially for their family and enhancing their skill development. Several agreed that encouragement should be given to leave Yap only if they return. Leaders in particular felt that the people were needed in Yap and should not be encouraged to leave. Leaders and teachers were more worried about creating a "brain drain" than school administrators.

All respondent groups overwhelmingly perceived that those leaving Yap for jobs elsewhere created problems for themselves and the receiving outside location. Leaders and school administrators recognized the difficulties of adapting elsewhere. Leaders and teachers indicated that those who returned to Yap after working elsewhere often caused problems and had difficulties reentering and getting reestablished in the Yapese society (see questions 9b and 9d).

The citizens of Yap must decide whether they are going to operate schools to primarily export talented and skilled people or whether the schools should primarily prepare people to stay in Yap and work to make it accommodate a higher percentage of population, with the understanding a few will leave. Schools are influential. Schools can sow seeds that say "prepare yourself and leave as soon as possible" or seeds that say "stay and make the best better here at home." Leaders are influential in the same way, but they have an accompanying obligation to create jobs that attract and make it possible for citizens to stay in their home state while changing, enjoying, and appreciating the good things that surround them.

The purpose of education. Televisions and VCRs paint an exaggerated picture of glamor, excitement, and opulence elsewhere. But when it is all said and done, home, roots, familiar territory, and a peaceful, simple life surrounded with friends, family, decent food, shelter, and health care in a society that values democracy and religious freedom matter considerably more than anything else and must receive greater attention and emphasis as Yap proper and its Outer Islands move into the 21st century. The public eduction system will be very instrumental in the future and rightly deserves considerable thought, direction, and patient nurturing. Its influence can determine the satisfaction index of the citizens and largely determine whether youth prepare themselves for export or to help build the state of Yap and the FSM.

FSM and state officials repeatedly indicated during interviews that they did not know whether the education system in place was best for them or not. They felt that the American model was too securely established to be abandoned totally. On the one hand, they knew that they must have a knowledge of the western world; on the other hand, they did not want to give up their own culture. They wanted to be independent but lacked the resources to do everything necessary. People are not trained to do the jobs necessary for economic development, yet at the same time they are not well prepared by their educational experiences to live a satisfactory, successful, subsistence lifestyle either. Yet in the final analysis, all these reservations notwithstanding, the people of Yap are quite capable, with appropriate preparation, of managing their own educational system with a modicum of assistance from the FSM government.

Summary

As the most traditional state of the FSM, Yap is attempting to strike a difficult balance between the pressures of conformity to the modern world and its cultural roots. That it is quite clearly cognizant of this difficulty is certainly one factor in its favor. Another is the recognition that change must occur and that it may be positive. However, in doing so, the Yapese have encountered an area that will test their traditional consensus-building approach. Success in this arena will require patience, consistent leadership, and new financial resources. In addition, Yapese leaders will be required to discern the difference between the stabilizing aspects of tradition and the stagnating aspects of business-as-usual. The recommendations that follow were prepared in concert with Yapese educational leaders with this in mind.

STATE RECOMMENDATIONS, IMPLEMENTATION STRATEGIES, TIME, AND COST CONSIDERATIONS

Governance

Recommendation 1. We recommend that the Department of Education review its organizational structure to determine the appropriateness of alignment with national recommendations 2 and 3.

Implementation Strategies

1. The national organizational structure should be studied to determine the extent to which the present state structure matches the national structure while simultaneously giving careful consideration to the needs of Yap Proper and Neighbor Islands.
2. Needed realignments in the DOE structure and staffing patterns should be determined to ensure that appropriate division service capabilities exist.
3. A plan should be developed for making needed organizational changes, including staff assignments or reassignments and required position qualification revisions.
4. State personnel should participate on national peer task forces and share information on ways to improve a state's delivery of services to local communities.

Time Consideration/Calendar

All activities could be achieved during the 1990-1991 school year.

Cost Implications

Activity 1-4: There should be no major costs except for current staff time.

Recommendation 2. We recommend that the Yap DOE continue efforts to establish governance of schools under a policymaking state Board of Education with appropriate authority delegated to local/community school boards.

Implementation Strategies

1. The DOE should work with the legislature to prepare enabling legislation for: (1) establishing of local and state Boards of Education with policymaking authority, (2) setting the composition of the state Board of Education and increasing the number of members to seven,

allowing geographic as well as special group representation, and (3) outlining the responsibilities of the state Board of Education, including requirements for reporting to government and to the public.

2. The DOE should work with the state Board of Education to establish regulation designating and elaborating the responsibilities of the state Board of Education.

3. The DOE should work with the legislature to prepare enabling legislation to establish local school boards and to set their composition, size, and responsibilities, including but not limited to local autonomy in finance and budget review and approval.

4. The DOE should work with the legislature to prepare legislation requiring elementary and secondary teachers and principals to be placed on contracts as employees of the Board of Education, as opposed to the state personnel system, with salary schedules to be set in accordance with training, experience, and performance. Dual salary schedules should be reviewed and adjusted to remove disparities between FSM citizens and expatriates.

5. New guidelines for school boards should be developed allowing for advisory groups (e.g., PTAs) to provide information to the policymaking boards.

6. Provisions for training local school board members should be made, and all board members should have access to such training provided through a joint effort by the state Board of Education and the DOE.

Time Consideration/Calendar

1991: Completed 1, 2, 3, and 5, begin activity 4
1992: Continued activity 4 and complete activity 6

Cost Implications

Activity 1-5: Time only, no direct cost.
Activity 6: Training materials, $5,000 + consultant expenses.

Recommendation 3. We recommend that a broad-based public relations and promotional program be planned, initiated, and sustained to give increased visibility to schools, increase state and national pride, improve student career guidance information, and ensure that public and private schools receive appropriate recognition in economic development initiatives.

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Implementation Strategies

1. Schools should be required to develop a descriptive brochure or fact sheets about their school, following a content outline agreed upon through cooperation with DOE.

2. Annual incentive awards and recognitions for schools, school employees, and others contributing to school improvement and delivery successes should be identified. It should be suggested that the Governor present these awards and recognitions based upon criteria established through cooperative action of the DOE and the Office of the Governor.

3. News releases should be prepared about awards and recognitions and submitted for inclusion in newsletters (e.g., National Union, JK Report, Yap State Bulletin).

4. School brochures, information on awards and recognitions, and articles about schools and the like should be collected and shared with those involved in economic development activities and others involved in state promotion.

5. The school public relations and promotion program should be analyzed each year with a view to making improvements.

Time Consideration/Calendar

1990: Activities 1-3
1991: Activity 4 and 5
1992: Activity 5 (continued)

Cost Implications

Activity 1-3: No cost beyond current staff time.
Activity 4: Cost $5,000.

Infrastructure

Recommendation 4. We recommend that the Yap DOE analyze the location and accessibility of schools, as those relate to national recommendation 15, with a view to possible consolidation.

Implementation Strategies

1. A school building program plan should be developed showing the location of schools, their enrollment (present and projected), and future plans for the schools--renovation, expansion, and consolidation--with justification for such plans.

Time Consideration/Calendar

1990-1991 school year.

Cost Implications

No cost is anticipated except for staff time.

Recommendation 5. We recommend the establishment of minimum school facility, grounds, and equipment standards to provide an atmosphere conducive to teaching and learning with due consideration given to sanitation, student safety, local community expectations, and architectural design features.

Implementation Strategies

1. The DOE should work cooperatively with the Department of Public Works (DPW) to establish minimum acceptability standards for school facilities, school grounds, and equipment.
2. An assessment should be conducted of all schools to determine deficiencies and costs associated with meeting established minimum standards. This assessment should be completed by DOE in cooperation with DPW.
3. A report and plan should be prepared, in cooperation with local Boards of Education and the state board of education, for presentation to the governor and the state legislature to justify needed funds.
4. Local school boards should be assisted in preparing and submitting requests to the Seabees' Civic Action Team 7417 to solve needs through their Technical Assistance (TA) projects (e.g., small jobs that can be completed in less than one week), and the feasibility of submitting applications to the Civic Action Team Coordinating Commitee or to private contractors for completing larger projects after necessary funds have been confirmed should be explored.

Time Consideration/Calendar

All activities could be started and perhaps completed in 1990-1991 school year.

Cost Implications

There should be no special costs associated with these activities unless there are extra expenses with the assessment effort.

Recommendation 6. We recommend that the DOE continue to explore means for improving the communications within and among schools.

Implementation Strategies

1. Radio contact with all Outer Island schools should be expanded, if possible, through joint arrangements with the health service. Otherwise the DOE should act on its own.

2. The DOE should explore the possibility of sharing use of the field trip ship to visit the Outer Islands with the ship stay in the community longer than the usual trips. Such visits could provide time for teacher workshops, delivery of health care, and so on.

3. In connection with the state's efforts to use photovoltaic solar energy for electricity generation, a plan should be developed for providing and/or expanding basic communication and lighting in village and Outer Island schools.

Time Consideration/Calendar

1990: All activities could be completed at least at the investigative level in 1990.

Cost Implications

Activity 1: Radio equipment hook-up cost, cost unknown.
Activity 2: No special cost.
Activity 3: Solar energy use cost, cost unknown.

Personnel

Recommendation 7. We recommend that the Yap DOE continue its on-going plans and programs to improve school administration and instructional leadership.

Implementation Strategies

1. Certification standards should be identified for school principals and head teachers.

2. Language should be developed for enabling legislation and or regulations to establish certification standards for school principals and head teachers, and assistance should be provided in getting requisite legislation/regulations passed.

3. Present training programs for school principals and head teachers should be reviewed and modified based upon established certification standards.

4. Annual evaluations of the training provided to .chool principals and head teachers should be conducted and training programs should revised as necessary.

5. A plan should be developed for evaluating how well school principals and head teachers are fulfilling their responsibilities. This evaluation should be conducted by the local Board of Education with guidance from the state Board of Education and the DOE.

6. The DOE should continue to seek alternative ways possibilities for developing and upgrading school administrators, supervisors, and specialists so that these personnel can acquire the skills and competencies their jobs require.

7. A training program plan should be designed by the Personnel Development Office of the DOE to accommodate individual training needs with possible timelines and types of training required.

8. The DOE should explore cheaper training opportunities at different institutions and agencies where individuals can be appropriately trained.

9. The DOE should include in its annual budget funding sources required for the training plan when completed and should continue to seek and identify those sources.

Time and Consideration/Calendar

All activities should be implemented within the 1990-1991 school year.

Cost Implications

There should be no major cost except for current staff time.

Recommendation 8. We recommend that the DOE explore a non-traditional route to teacher education that embodies board-certified knowledge of subject matter specialization(s), classroom instructional performance and management skills, and personal attributes needed for creating positive teaching-learning environments.

Implementation Strategies

1. Minimum standards required for subject matter knowledge, classroom instructional performance and management skills, and requisite personal attributes should be identified.

2. A plan should be developed to test the feasibility of the nontraditional teacher education plan, including a description of how it is to be operated and administered.

3. The feasibility plan should be presented to relevant colleges and universities (e.g., Community College of Micronesia, University of Guam, and University of Hawaii) to jointly determine academic credit that can be earned by successfully passing the board certification examinations.
4. The nontraditional teacher education program should be pilot-tested using one certification board for each of the examination areas.

5. The nontraditional teacher education program should be revised or discontinued based on pilot-test results.

Time Consideration/Calendar

1990: Activities 1, 2, and 3 could be completed
1991: Activities 4 and 5 could be started and possibly completed

Cost Implications

Activities 1, 2, 3, and 5: no direct costs; use current staff.
Activity 4: Pilot-test costs, $10,000.

Curriculum

Recommendation 9. We recommend that the Yap DOE implement a bilingual and bicultural education program to be required of all students attending public and private schools in Yap.

Implementation Strategies

1. State DOE personnel should work with the national government in the establishment of standards, the selection of teaching materials, and the training of teachers for the teaching of English.

2. Standards should be set for the performance of Yap's students in their native language. Materials should be provided for use in teaching students'native language; such materials should include teachers' guides and student materials.

4. Standards should be set for private schools that require that the basic performance required of public school students be met in private schools (e.g., teaching of native language).

Time Consideration/Calendar

1990: Complete activity 1, begin activity 2
1991: Continue activity 2, start activites 3 and 4
1992: Continue activity 3

Cost Implications

Activity 1: Travel and per diem, $3,000.
Activity 2: Time only, no direct cost.
Activity 3: Curriculum and instructional materials, $20,000.
Activity 4: Time only, no direct cost.

Recommendation 10. We recommend that the Yap DOE develop curriculum materials appropriate to the state and nation.

Implementation Strategies

1. Materials development opportunities should be sought the purchase of specially developed materials as described in national recommendation 10.

2. Classroom teachers should be provided with the opportunity to develop materials as part of their inservice training, with credit granted through the college teacher training program.

3. High priority should be given to the development of materials that (1) support national unity, (2) reduce dependency on materials developed for other countries, and (3) promote knowledge of and pride in local, state, regional, and national history and culture.

Time Consideration/Calendar

1990: Complete activity 1, begin activity 2
1991: Continue activity 2 and begin activity 3
1992: Continue activities 2 and 3

Cost Implications

Activity 1: Purchase of materials, $10,000.
Activity 2: Consultants and materials for summer inservice, $20,000
Activity 3: Contribution to national material development beyond staff in-kind, $10,000

Recommendation 11. We recommend that the Yap DOE help the national government evolve a national vocational education curriculum and training programs with suitable provisions for integrating essential basic academic skills development and acknowledging traditional culture and customs.

Implementation Strategies

1. The DOE should prepare for involvement with outside vocational education experts retained by the national government by reviewing present vocational education programs, current literature, and other information on vocational education offered in other island nations and documenting past efforts to offer expanded vocational education programs.

2. A special task force should be appointed, composed of representatives from the DOE, other government offices (e.g., planning, economic development) and the private sector to study the results from activity 1 and to briefly outline and specify tentative labor force needs within the next two years.

3. Inventory information should be developed on vocational education facilities and equipment, including age, frequency of use, and condition.

4. Provisions should be developed for establishing revolving accounts to support development of vocational education as an incubator for nurturing small business.

Time Consideration/Calendar

1990: Activities 1 and 2 could be completed and activities 3 and 4 begun.
1991: Complete activities 3 and 4

Cost Implications

Staff time and consultant costs.

Recommendation 12. We recommend that the DOE encourage an education system which is based upon the most appropriate understandings of current and potential foreign influence and local culture and customs in order to develop citizens for the 21st century.

Implementation Strategies

1. A study should be conducted with assistance from local people and an off-island specialist with social science (education/sociology/culture) skills to determine how social order will be continued and/or renewed.
2. A plan should be developed for integrating the study findings into the elementary and secondary school curriculum and into the entire experience and climate general education.
3. The plan should be pilot-tested through the involvement of leaders, school administrators, teachers, parents, and others.
4. Pilot-test results should be analyzed to determine the appropriateness of full-scale implementation of the plan in all elementary and secondary education programs and to identify needed revisions, which should be carried out prior to full-scale implementation.

Time Consideration/Calendar

1990: Activity 1 could be completed and activity 2 started.
1991: Complete activities 2 and 3, start activity 4.
1992: Complete activity 4.

Cost Implications

Activities 1, 3, and 4: no special cost.
Activity 2: special consultant, $15,000.

Recommendation 13. We recommend that the Yap DOE establish a special approach to funding education at the state level.

Implementation Strategies

1. The block grant mechanism in the national recommendations 11 and 12 should be reviewed, and DOE staff should be prepared to work on a plan for Yap to participate in such a distribution if it becomes available.
2. The DOE should work with legislature to prepare legislation that sets a formula for funding education in Yap. The formula should take into account matters such as states ability to pay, and cost differences in education, including (1) the expense of operating schools

in district center vs. villages on Yap Proper vs. Outer Island schools, (2) program costs, and (3) costs associated with students with special needs.

3. Legislation should be established to increase state revenue through taxation of industry and business and through the dedication of an education endowment fund for the continuing support of education in Yap.

Time Consideration/Calendar

1990: Activities 1, 2 and 3 could be achieved.

Cost Implications

There should be no cost other than staff time for all activities.

Recommendation 14. We recommend that the outmigration of human resources be monitored and that the DOE report how schools influence outmigration/immigration as well as recommend how the budget for schools can be enhanced.

Implementation Strategies

1. A plan should e developed for collecting existing data on outmigration and analyzing the data on the educational background of Yap state citizen outmigrants.

2. A plan should be developed and necessary draft legislation should be prepared to require Yap citizens who outmigrate to complete a form indicating their date of birth, level of education, purpose for leaving Yap, and soon, in order to generate data each year for analysis.

3. All compiled outmigration data should be studied and analyzed and such study results should be compared each year with labor force needs data and known economic development plans to determine which school administrators and teachers should be included in the school career guidance program.

4. Draft legislation or whatever is needed should be developed to require returning Yap citizens who have been gone for more than four months to indicate any jobs held and the total amount of money earned. This information should be verified through the citizen's passport and used as a basis for imposing a 0.0025 percent tax designated specifically for vocational education.

5. Draft legislation should be developed to impose a departure tax on everyone, regardless of citizenship, in the amount of $10.00 per person, and provisions should be included in the legislation for designating not less than 50% of the departure tax for elementary and secondary education.

6. Draft legislation should be deevloped to impose a lodging tax on all visitors to Yap at least 10% of the nightly lodging cost, and not less than 50% of these collected revenues should be designated specifically for elementary and secondary education.

7. Draft legislation should be developed to impose an additional 15% tuition fee on all out-of-state residents who enroll in public and private educational institutions in Yap, with 100% of all the additional tuition money designated for the institution of enrollment.

Time Consideration/Calendar

1990: Complete activities 1 and 2.
1991: Complete activities 3, 4, 5, 6 and 7.

Cost Implications

There are no special costs associated with these seven activities except a large amount of staff time. Consultants might be helpful.

RESPONSES TO QUESTIONS POSED TO ALL RESPONDENT GROUPS (COMMON TO ALL GROUPS ONLY) IN YAP

	SPSSx LABELS	CATEGORY CODE	GROUPS						RANKS	
			Leaders		Administrators		Teachers			
			%	N	%	N	%	N	Yap	FSM
1a. What does it mean to be an educated person in Yap?	EDPER									
Contribute to family/society/government		1	36.4	(12)	53.8	(7)	58.3	(7)	1	1
Money/job/prestige/success		2	24.2	(2)	30.8	(4)	33.3	(4)	2	2
Improving individual happiness		3	18.2	(8)	7.7	(1)	8.3	(1)	3	3
Mastery of English		4	6.1	(6)		( )		( )	4	5
Maintain culture/tradition		5	15.2	(5)	7.7	(1)		( )	4	4
			100.0	(33)	100.0	(13)	100.0	(12)		
1b. Should women be educated in the same ways as men?	SAME									
No		0	0.0	( )	0.0	( )	8.3	(1)	2	2
Yes		1	100.0	(20)	100.0	(7)	91.7	(11)	1	1
			100.0	(20)	100.0	(7)	100.0	(12)		
1c. Why should women be educated the same?	WHYSAME									
Learn appropriate division of labor		1	24.3	(9)	30.8	(4)	15.4	(2)	3	4
Equal training for leadership		2	21.6	(8)	15.4	(2)	23.1	(3)	4	3
Equip opportunities for jobs		3	21.6	(8)	23.1	(3)	38.5	(5)	2	2
Equal future challenges		4	43.2	(12)	30.8	(4)	23.1	(3)	1	1
			100.0	(54)	100.0	(13)	100.0	(13)		
2. What problems are there with schools here?	SCHHPROB									
Funds		1	11.1	(6)	23.8	(5)	17.4	(4)	3	2
Facilities/supplies/equipment		2	22.2	(12)	23.8	(5)	26.1	(6)	1	1
Unqualified faculty/staff		3	16.7	(9)	14.3	(3)	21.7	(5)	2	3
Inappropriate curriculum		4	13.0	(7)	9.5	(2)	4.3	(1)	5	4
Bad teacher attitude		5	11.1	(6)	4.8	(1)	13.0	(3)	5	5
Meshing local and western values		6	9.3	(5)		( )		( )	8	6
Transportation/communication		7	7.4	(4)	9.5	(2)	4.3	(1)	7	7
Lack of parental involvement		8	9.3	(5)	14.3	(3)	13.0	(3)	4	8
			100.0	(54)	100.0	(21)	100.0	(23)		
3. What are some good things about schools here?	GOOD									
Enable learning of basic skills		1	11.1	(3)	36.4	(4)	38.9	(7)	1	2
Free, accessible education		2	11.1	(3)	9.1	(1)	22.2	(4)	4	3
Prepare students for change/jobs		3	14.8	(4)	18.2	(2)	5.6	(1)	5	5
Testing program		4		( )		( )		( )	7	7
Improvements in curriculum/good curriculum		5	29.6	(8)	14.3	(1)	11.1	(2)	2	4
Good teachers		6	22.2	(6)	14.3	(1)	16.7	(3)	3	3
Social function of school		7	11.1	(3)	28.6	(2)	5.6	(1)	6	6
			100.0	(27)	100.0	(11)	100.0	(18)		
4a. It is important for people to go to school?	SCHIMP									
No		0	0.0	( )	0.0	( )	0.0	( )	2	2
Yes		1	100.0	(20)	100.0	(10)	100.0	(13)	1	1
			100.0	(20)	100.0	(10)	100.0	(13)		

	SPSSx LABELS	CATEGORY CODE	GROUPS						RANKS	
			Leaders		Administrators		Teachers			
			%	N	%	N	%	N	Yap	FSM
4b. Why is it important for people to go to school?	SCHWHY									
Make a living/success		1	42.9	(12)	41.7	(5)	57.1	(8)	1	1
Learn to respect tradition		2	3.6	(1)	8.3	(1)	7.1	(1)	4	4
Bring progress/change		3	17.9	(5)	8.3	(1)	14.3	(2)	3	3
Be productive/good citizens		4	35.7	(10)	41.7	(5)	21.4	(3)	2	2
			100.0	(28)	100.0	(12)	100.0	(14)		
5a. Why don't more children go to elementary school?	ELEM									
They go		1	80.0	(16)	80.0	(8)	91.7	(11)	1	1
Parental influence		2	20.0	(4)	10.0	(1)	8.3	(1)	2	2
Not enough space		3		( )		( )		( )	3	4
Distance from school		4		( )		( )		( )	3	3
			100.0	(20)	100.0	(10)	100.0	(12)		
5b. Is it important to finish elementary school?	ELEMIMP									
No		0	5.0	(1)	0.0	( )	0.0	( )	2	2
Yes		1	95.0	(19)	100.0	(10)	100.0	(1)	1	1
			100.0	(20)	100.0	(10)	100.0	(1)		
5c. Why is it important to finish elementary school?	ELEMWHY									
Learn basic survival/educational skills		1	50.0	(14)	20.0	(2)	18.2	(2)	1	1
Learn to make a living		2	21.4	(6)	30.0	(3)	9.1	(1)	3	3
Enables high school attendance		3	28.6	(8)	50.0	(5)	63.6	(7)	2	2
It is the law		4		( )		( )	9.1	(1)	4	4
			100.0	(28)	100.0	(10)	100.0	(11)		
5d. Why don't more children finish elementary school?	WHYFINE									
Marriage/pregnancy/drugs		1	3.6	(1)		( )	7.7	(1)	4	6
Lack of parental interest/support		2	46.2	(2)	27.3	(3)	53.8	(7)	2	1
Students lack interest/preparation		3	26.9	(7)	27.3	(3)	23.1	(3)	1	2
Teacher absenteeism		4		( )		( )		( )	6	5
Inadequate transportation		5		( )		( )	7.7	(1)	5	4
They do finish		6	23.1	(6)	45.5	(5)	7.7	(1)	2	3
			100.0	(16)	100.0	(11)	100.0	(13)		
6a. Why don't more children go to high school?	HS									
Lack of facilities		1	4.3	(1)		( )		( )	8	2
Fail entrance exams		2	8.7	(2)	10.0	(1)	7.7	(1)	6	1
Peer pressures		3	13.0	(3)	20.0	(2)	7.7	(1)	4	7
Bad attitude		4	17.4	(4)	10.0	(1)	7.7	(1)	4	4
Parental/family needs		5	30.4	(7)	20.0	(2)	15.4	(2)	1	3
Bad school/teacher		6	8.7	(2)	10.0	(1)	30.8	(4)	2	8
Inappropriate curriculum		7	17.4	(4)		( )		( )	6	5
They do go/finish		8		( )	30.0	(3)	30.8	(4)	2	6
			100.0	(23)	100.0	(10)	100.0	(13)		

	SPSSx LABELS	CATEGORY CODE	GROUPS						RANKS	
			Leaders		Administrators		Teachers			
			%	N	%	N	%	N	Yap	FSM
6b. Is it important to finish high school?	HSIMP									
No		0	0.0	( )	0.0	( )	8.3	(1)	2	2
Yes		1	100.0	(20)	100.0	(10)	91.7	(11)	1	1
			100.0	(20)	100.0	(10)	100.0	(12)		
6c. Why is it important to finish high school?	HSWHY									
Get good job		1	23.8	(5)	40.0	(6)	61.5	(8)	2	1
Able to go to college		2	42.9	(9)	46.7	(7)	30.8	(4)	1	2
Better for country		3	33.3	(7)	13.3	(2)	7.7	(1)	3	3
			100.0	(21)	100.0	(15)	100.0	(13)		
6d. Why don't more finish high school?	WHYFINH									
Parents' needs/neglect		1	20.2	(5)	12.5	(2)	26.7	(4)	3	2
Lack interest/preparation/discipline		2	28.0	(7)	31.3	(5)	40.4	(6)	1	1
Get into trouble/frustration		3	32.0	(8)	31.3	(5)	13.3	(2)	2	3
No alternative to academics		4	16.0	(4)		( )	6.7	(1)	5	6
Lack of space		5		( )		( )		( )	7	4
Marriage/pregnancy/drugs		6	4.0	(1)	25.0	(4)	6.7	(1)	4	5
They do finish		7		( )		( )	6.7	(1)	6	7
			100.0	(25)	100.0	(16)	100.0	(15)		
7a. What are the best jobs here in Yap?	JOBS									
Health/education services		1	24.2	(8)	42.9	(6)	46.7	(7)	1	2
Government jobs		2	33.3	(11)	28.6	(4)	33.3	(5)	2	1
Mechanics/construction		3	6.1	(2)		( )		( )	6	5
Banking/business/private sector		4	21.2	(7)	14.3	(2)	20.0	(3)	3	3
Tourism (service jobs)		5	6.1	(2)	7.1	(1)		( )	5	6
Agriculture/fishing		6	9.1	(3)	7.1	(1)		( )	4	4
			100.0	(33)	100.0	(14)	100.0	(15)		
7b. How much schooling does it take to do these jobs?	SCHJOS1									
Some elementary school		1	5.3	(1)		( )		( )	6	8
Elementary school graduate		2	5.3	(1)		( )		( )	6	7
Some high school		3	10.5	(2)	10.0	(3)		( )	4	6
High school graduate		4	10.5	(2)		( )	30.0	(3)	4	3
Some college		5	26.3	(5)	60.0	(5)	30.0	(3)	1	2
College graduate		6	21.1	(4)	20.0	(6)	20.0	(2)	2	1
Education beyond college		7	15.8	(3)	10.0	(7)	20.0	(2)	2	4
Vocational/job training		8	5.3	(1)		( )		( )	6	5
			100.0	(19)	100.0	(21)	100.0	(10)		
7c. Do you have enough educated people to do these kinds of jobs?	PEJOBS1									
No		0	73.7	(14)	66.7	(6)	72.7	(8)	1	1
Yes		1	26.3	(5)	33.3	(3)	27.3	(3)	2	2
			100.0	(19)	100.0	(9)	100.0	(11)		

	SPSSx LABELS	CATEGORY CODE	GROUPS						RANKS	
			Leaders		Administrators		Teachers			
			%	N	%	N	%	N	Yap	FSM
8a. What other kinds of jobs are there here?	OTHJOBS									
Health/education services		1	7.3	(3)	11.8	(2)	12.5	(3)	6	6
Government jobs		2	9.8	(4)	23.5	(4)	20.8	(5)	4	5
Mechanics/construction		3	22.0	(9)	17.6	(3)	12.5	(3)	3	3
Banking/business/private sector		4	26.8	(11)	29.4	(5)	33.3	(8)	1	2
Tourism (service jobs)		5	19.5	(8)		( )	33.3	(8)	2	4
Agriculture/fishing		6	14.6	(6)	17.6	(3)	16.7	(4)	4	1
			100.0	(41)	100.0	(17)	100.0	(24)		
8b. How much schooling does it take to do these kinds of jobs?	SCHJOBS2									
Some elementary school		1	5.9	(1)					6	4
Elementary school graduate		2	5.9	(1)		( )		( )	6	4
Some high school		3	5.9	(1)		( )		( )	6	5
High school graduate		4	29.4	(5)	37.5	(3)	44.4	(4)	1	1
Some college		5	23.5	(4)		( )	11.1	(1)	3	2
College graduate		6	5.9	(1)	50.0	(4)	11.1	(1)	2	3
Beyond college		7	5.9	(1)	12.5	(1)	11.1	(1)	5	4
Vocational/job training		8	17.6	(3)		( )	11.1	(1)	4	5
			100.0	(17)	100.0	(8)	100.0	(9)		
8c. Do you have enough educated people to do these kinds of jobs?	PEJOBS2									
No		0	66.7	(12)	22.2	(2)	80.0	(8)	1	1
Yes		1	33.3	(6)	77.8	(7)	20.0	(2)	2	2
			100.0	(18)	100.0	(9)	100.0	(10)		
9a. If students could bet better jobs outside of Yap, would they be encouraged to take them?	OUTJOBS									
No		0	44.4	(8)	33.3	(3)	27.3	(3)	2	2
Yes		1	55.6	(10)	66.7	(6)	72.7	(8)	1	1
			100.0	(18)	100.0	(9)	100.0	(11)		
9b. Why should they be encouraged to take jobs outside of Yap?	OUTWHY									
If they return		1	10.7	(3)	16.7	(2)	10.0	(1)	4	4
Needed here		2	32.1	(9)	16.7	(2)	30.0	(3)	1	3
Can better provide for family		3	17.9	(5)	16.7	(2)	10.0	(1)	3	2
More/better job/income opportunities		4	21.4	(6)	41.7	(5)	40.0	(4)	1	1
Greater job difficulties if return		5	3.6	(1)		( )		( )	6	8
Reduce population pressure		6	3.6	(1)		( )		( )	6	6
Skills enhancements		7	10.7	(3)		( )	10.0	(1)	5	5
Cannot compete		8		( )	8.3	(1)		( )	6	7
			100.0	(28)	100.0	(12)	100.0	(10)		
9c. If people leave here to get better jobs, are there any problems for them and the nation?	NATPROBS									
No		0	11.1	(2)	30.0	(3)	20.0	(2)	2	2
Yes		1	88.9	(16)	70.0	(7)	80.0	(8)	1	1
			100.0	(18)	100.0	(10)	100.0	(10)		

	SPSSx LABELS	CATEGORY CODE	GROUPS						RANKS	
			Leaders		Administrators		Teachers			
			%	N	%	N	%	N	Yap	FSM
9d. What problems are caused for the people and the nation when they take jobs outside of Yap?	PROBWHY									
Create brain drain		1	47.8	(11)	25.0	(2)	54.5	(6)	1	1
Creat culture conflicts		2	8.7	(2)		( )	9.1	(1)	4	3
Bad reflection on state		3	4.3	(1)	25.0	(2)		( )	4	5
Difficulty adapting elsewhere		4	21.7	(5)	50.0	(4)	9.1	(1)	2	2
Causes problems in return		5	17.4	(4)		( )	27.3	(3)	3	4
			100.0	(23)	100.0	(8)	100.0	(11)		
10a. What language or languages should teachers speak in the classroom?	LANG									
Local language primarily		1	15.4	(4)	9.1	(1)	7.1	(1)	4	4
English primarily		2	15.4	(4)		( )	21.4	(3)	2	2
English only		3	15.4	(4)	9.1	(1)	14.3	(2)	2	3
Both English and local languages		4	53.8	(14)	81.8	(9)	57.1	(8)	1	1
			100.0	(26)	100.0	(11)	100.0	(15)		
10b. What should be the main language spoken in classrooms?	MAINLANG									
English		1	50.0	(7)	57.1	(4)	80.0	(8)	1	1
Local language		2	35.7	(5)	14.3	(1)	10.0	(1)	2	3
English and local language		3	14.3	(2)	28.6	(2)	10.0	(1)	3	2
			100.0	(14)	100.0	(7)	100.0	(10)		
10c. What grade should start to speak English?	ENGSPEAK									
		1	55.6	(10)	77.8	(7)	61.5	(8)	1	1
		2		( )	11.1	(1)	7.7	(1)	4	5
		3	16.7	(3)	11.1	(1)	7.7	(1)	3	2
		4	11.1	(2)		( )		( )	4	3
GRADE		5		( )		( )	7.7	(1)	7	4
		6	5.6	(1)		( )	7.7	(1)	4	6
		7	11.1	(7)		( )		( )	2	6
		8		( )		( )	7.7	(1)	7	7
			100.0	(23)	100.0	(9)	100.0	(13)		
10d. What grade should start to teach English?	ENGTEACH									
		1	44.4	(8)	44.4	(4)	50.0	(7)	1	1
		2	5.6	(1)		( )	7.1	(1)	5	6
		3	22.2	(4)	11.1	(1)	7.1	(1)	3	2
		4	16.7	(3)	22.2	(2)	21.4	(3)	2	3
GRADE		5		( )		( )	7.1	(1)	6	5
		6	5.6	(1)	22.2	(2)	7.1	(1)	4	4
		7	5.6	(1)		( )		( )	6	7
			100.0	(18)	100.0	(9)	100.0	(14)		
11a. Should the national government or the states determine education policies?	NATPOL									
FSM		1	10.0	(2)		( )	20.0	(2)	2	3
States		2	85.0	(17)	88.0	(8)	70.0	(7)	1	1
FSM and states jointly		3		( )	11.1	(1)	10.0	(1)	3	2
			100.0	(19)	100.0	(9)	100.0	(10)		

	SPSSx LABELS	CATEGORY CODE	GROUPS						RANKS	
			Leaders		Administrators		Teachers			
			%	N	%	N	%	N	Yap	FSM
11b. Why do you feel this way about who should determine education policies?	WHYPOL									
State knows needs/problems best		1	76.2	(16)	88.9	(8)	75.0	(6)	1	1
FSM knows needs/problems best		2	9.5	(2)	11.1	(1)	12.5	(1)	3	3
Depends on issue		3	14.3	(3)		( )	12.5	(1)	2	2
			100.0	(21)	100.0	(9)	100.0	(8)		
12a. Who does a better job in Yap, the public or private schools?	PUBPRI									
Public		1	31.6	(6)	20.0	(2)	20.0	(2)	2	2
Private		2	68.4	(13)	80.0	(8)	80.0	(8)	1	1
			100.0	(19)	100.0	(10)	100.0	(10)		
12b. Why do you think this way?	BETWHY									
Quality of education/curriculum		1	36.0	(9)	50.0	(6)	45.5	(5)	1	1
Accountability required		2		( )	8.3	(1)		( )	8	4
Better teachers		3	16.0	(4)	8.3	(1)	18.2	(2)	2	2
Irresponsible public school teachers		4	8.0	(2)	8.3	(1)		( )	5	8
Better discipline		5	12.0	(3)	8.3	(1)	9.1	(1)	4	5
Selectivity of student body		6	16.0	(4)	8.3	(1)	9.1	(1)	3	3
Parents more supportive		7	8.0	(2)	8.3	(1)		( )	5	6
Teach in English		8	4.0	(1)		( )	18.2	(1)	7	7
			100.0	(25)	100.0	(12)	100.0	(11)		
13. Where were you born?	BORN									
Same island		1	70.6	(12)	70.0	(7)	69.2	(9)	1	1
Other FSM island		2	11.8	(2)		( )	23.1	(3)	3	3
Outside FSM		3	17.6	(3)	30.0	(3)	7.7	(1)	2	2
			100.0	(17)	100.0	(10)	100.0	(13)		
14. Did you ever live elsewhere?	LIVEELSE									
No		0	5.6	(1)	22.2	(2)	7.7	(1)	2	2
Yes		1	44.4	(17)	77.2	(7)	93.3	(12)	1	1
			100.0	(18)	100.0	(9)	100.0	(13)		
15. If yes, where did you live?	WHERE									
Other FSM island		1	25.0	(7)	35.8	(5)	33.3	(6)		
Other Pacific island, exclusive of Hawaii		2	32.1	(9)	15.4	(2)	22.2	(4)		
Hawaii		3	21.4	(6)	15.4	(2)	11.1	(2)		
U.S. mainland		4	21.4	(6)	7.7	(1)	33.3	(6)		
Other		5		( )	42.9	(3)		( )		
			100.0	(28)	100.0	(13)	100.0	(18)		
16. What was your age on your last birthday?	AGE									
Mean			40.5		43.3		35.5			
Median			40.0		41.0		33.0			

	SPSSx LABELS	CATEGORY CODE	GROUPS					
			Leaders		Administrators		Teachers	
			%	N	%	N	%	N
17. What languages do you speak?	LANGS							
One FSM language plus English		1	56.5	(13)	50.0	(4)	69.2	(9)
More than one FSM language plus English		2	21.7	(5)	25.0	(3)	23.1	(3)
Another language		3	21.7	(5)	25.0	(2)	7.7	(1)
			100.0	(23)	100.0	(9)	100.0	(13)
18. Are you married?	MARRY							
No		0	11.1	(2)	11.1	(1)	30.8	(4)
Yes		1	88.9	(16)	88.9	(8)	69.2	(9)
			100.0	(18)	100.0	(9)	100.0	(13)
19. Do you have children?	CHILD							
No		0	5.2	(1)	11.1	(1)	21.4	(3)
Yes		1	94.7	(18)	88.9	(8)	78.6	(11)
			100.0	(19)	100.0	(9)	100.0	(14)
20. How many children do you have?	NUMCHILD							
Mean			5.4		4.4		1.0	
Median			4.5		5.0		1.0	
21. What is age of your youngest child?	AGECHI1							
Mean			5.6		4.0		5.7	
Median			4.0		2.0		6.0	
22. What is age of your oldest child?	AGECHI2							
Mean			17.4		17.4		15.3	
Median			15.0		16.0		12.0	
23. How long have you held your current position?	POSITION							
Less than one year		1	57.9	(11)	33.3	(3)	8.3	(1)
1-5 years		2	15.8	(3)	22.2	(2)	25.0	(3)
6-9 years		3		( )	44.4	(4)	50.0	(6)
10 years or more		4	15.8	(5)		( )	16.7	(2)
			100.0	(19)	100.0	(9)	100.0	(12)
24. How many years of your life have you had a salaried job outside of your house?	YEARS							
Mean			18.3		21.0		12.1	
Median			15.0		21.0		10.0	
25. Do you think you earn--	EARN							
More than most		1	76.6	(14)	33.3	(3)		( )
About the same		2	26.3	(5)	44.4	(4)	83.3	(10)
Less than most		3		( )	22.2	(2)	16.7	(2)
			100.0	(19)	100.0	(9)	100.0	(12)

	SPSSx LABELS	CATEGORY CODE	GROUPS					
			Leaders		Administrators		Teachers	
			%	N	%	N	%	N
26. How many years of schooling have you had?	EDUC							
Mean			14.8		15.0		14.6	
Median			16.0		15.1		15.0	
27. Do you hold any diplomas or degrees?	DIPS1							
Elementary		1	44.1	(15)	43.8	(7)	36.4	(8)
High school		2	20.6	(7)	12.5	(2)	27.3	(6)
Associate degree		3	5.9	(2)	37.5	(6)	22.7	(5)
College degree		4	17.6	(6)	6.3	(1)	13.6	(3)
Graduate degree		5	11.8	(4)		( )		( )
			100.0	(34)	100.0	(16)	100.0	(22)
28. Have you had other schooling?	DIPS2							
No		0	21.1	(4)	22.2	(2)	38.5	(5)
Yes		1	78.9	(15)	77.8	(7)	61.5	(8)
			100.0	(19)	100.0	(9)	100.0	(13)
29. Are you continuing your education now?	CONT							
No		0	66.7	(12)	11.1	(1)	50.0	(7)
Yes		1	33.3	(6)	88.9	(8)	50.0	(7)
			100.0	(18)	100.0	(9)	100.0	(14)
30. Did you ever attend a private elementary or high school?	PRIVSCH							
No		0	78.8	(14)	66.7	(6)	75.0	(9)
Yes		1	22.2	(4)	33.3	(3)	25.0	(3)
			100.0	(18)	100.0	(9)	100.0	(12)
31. If yes, what grades did you attend a private school?	GRADES							
1-3		1		( )	33.3	(1)	33.3	(1)
4-6		2	25.0	(1)		( )	66.7	(2)
7-9		3	25.0	(1)		( )		( )
10-12		4	50.0	(2)	66.7	(2)		( )
			100.0	(4)	100.0	(3)	100.0	(3)
32. Where did you go to school?	PLACE							
One island in FSM		1	5.3	(1)	22.2	(2)		( )
More than one island in FSM		2	5.3	(1)		( )	18.2	(2)
Outside FSM only		3		( )	11.1	(1)	9.1	(1)
Both in and outside FSM		4		( )	66.7	(6)	72.7	(8)
			100.0	(2)	100.0	(8)	100.0	(11)

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- Participating FSM Citizens and Agencies

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Dr. Grossman served as the assistant project director and major author of this national report. He also headed up the data collection, design, and analysis tasks that made this report possible. Dr. Grossman has served in a variety of roles that provided the insights and expertise needed to help lead this study and prepare a blueprint for managing change for educational improvement, at both the elementary and secondary levels, in the Federated States of Micronesia.

In his role at the Center, Dr. Grossman is a research specialist and project director in the areas of research, evaluation, planning, and policy analysis. He has conducted a wide range of research activities, with a special emphasis in state and national educational planning, labor market analysis, apprenticeship training, postsecondary institutional effectiveness, and educational access for special populations. During his tenure with the Center, he has also served as a special assistant to the executive director in the areas of policy, internal communications, operational constituencies, and external representation to various educational and labor communities.

Dr. Grossman has had additional experience in a variety of leadership roles at the Department of Sociology at Arizona State University, the Department of Sociology and Anthropology at

Purdue University, the Fetzer Energy Medicine Research Institute, and as a development specialist and research analyst for the Arizona state departments of education and economic security. He currently holds an adjunct professorship in The Ohio State University Department of Agricultural Economics and Rural Sociology and is the President of Ohio's Council on Economic Education.

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Mr. Drier served as the project director for this study and coordinated the data collection, literature review, and report preparation.

Mr. Drier has served in a variety of roles that provided insights and expertise for this study. His employment includes local school teaching, guidance and counseling, and directing an adult vocational education night school and an area vocational education center for both youth and adults. He also served as the state supervisor of vocational guidance within the Wisconsin department of education.

During his eighteen years at The Ohio State University, he has conducted over 200 research and development projects, some of which occurred in the region of Micronesia. Recently, he has concentrated his efforts in the areas of apprenticeship training, counselor training, educational technology, state level evaluations and strategic planning, tests and measurement, and military liaison. Current projects in these areas extend to a range of foreign countries.

Mr. Drier has served as the vice president for guidance on the American Vocational Association Board of Directors and has served as president and as a board member on five other national associations and foundations. He currently serves as president-elect on the National Honor Society for Vocational Education Students and board member of a foundation called Partners for American Vocational Education (PAVE).

Harold Starr, Research Specialist Emeritus
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Dr. Starr served as the chief specialist in instrument development, sample design, and computer programming for the project. In addition, he provided expert advice on data analysis and its use within various sections of this report.

During Dr. Starr's twenty years of research and development employment at the Center, he specialized in vocational education planning, evaluation, and educational data systems. State governments and local school districts have been enriched by his expert help in the design and improvement of their planning, needs assessment, priority setting, and resource allocations. Prior to employment at the Center, he served as the Director, Program Evaluation for evaluation and manpower development and training for the New Jersey state Department of Education. The literature is rich with his vast publications on educational improvement; a licensed psychologist, he operates a private practice as well.

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Louise Vetter, Research Specialist Emeritus
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Dr. Vetter served in numerous roles throughout the project period. She assisted in instrumentation design, headed data-collection efforts in the States of Kosrae and Chuuk, and enriched this final report with her professional writing.

Dr. Vetter brought a rich and broad range of experience to the project. During her twenty years of Center employment, she headed over fifty projects in the areas of counseling, psychology, vocational education, equity, Native American education, tests and measurement, and special populations. She has been a leader of national professional associations and has conducted similar projects in several foreign countries.

Roy L. Butler, Research Scientist Emeritus
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Dr. Butler served as a primary data collector, especially in the states of Pohnpei, Yap, and Chuuk. In addition, he provided excellent early project design conceptualization and assisted in the preparation of this national report.

During Dr. Butler's twenty years of research and development leadership at the Center, he has become a nationally and internationally recognized expert in the fields of job and task analysis, training design, curriculum development, labor-management, and apprenticeship training. Much of his work included close working relationships with a wide range of business/industry and organized labor groups. Last, Dr. Butler is well known for his work in the field of secondary vocational education.

Patrick U. Tellei, Graduate Associate
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Mr. Tellei served as the FSM field operations director during the three months of data collection. With his excellent experience and knowledge of education in Micronesia, he ably prepared all interview arrangements, scheduled needed briefings, and organized the roles of the team of eight data collectors.

Prior to this project, he has directed a major curriculum project in Chuuk, served as research intern at the Pacific Islands Development Program, East-West Center, Honolulu, conducted resource research at the Western Curriculum Center, and served as a lecturer at the Micronesia Occupational College, Koror, Republic of Palau. His practical experience as a principal of the Ponape Agriculture and Trade School (PATS), Dean of Students of PATS, and Chair and instructor in the Construction Department of PATS and his work as a carpenter in the Republic of Palau assured a culturally sensitive and realistic needs-assessment approach.

Frank X. Solomon, Chief Executive Officer
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Mr. Solomon, with his vast experience in the FSM, provided the necessary cultural orientation and knowledge in the governance structure, legislation, and the financial operation of education. In addition he helped establish key relationships between the leaders of the FSM and the in-country project staff. His ongoing advice as to protocol, procedures, and problem resolution was of great benefit. Last, he assisted in the preparation of priority issue elements for this report.

Mr. Solomon has eighteen years of government experience in accounting, automated data processing, financial systems, budget process, manpower/organizational analysis, and general government operations. Over half of the time, Mr. Solomon has worked very closely with the U.S. territorial governments and the newly formed, freely associated state governments (formerly the Trust Territory of the Pacific Islands). He was the director of a major program and a lead project manager on a variety of special projects.

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Ms. Cooksey served as the senior education specialist for the project team and worked in the FSM for a three-month period. In addition to working as a member of the in-country team, she served as primary data collector in Yap and Pohnpei and she assisted with the preparation of this national report, including the state report for Yap.

During Ms. Cooksey's twenty-seven years work in public education, she was superintendent of the Alaska Centralized Correspondence Study Program for elementary and secondary students, as well as classroom teachers, and school counselors. While working with the Alaska state department of education she served as State Supervisor of Guidance and Counseling, and Director of Management, Law, and Finance.

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The quality and usefulness of this report and especially its recommendations and suggested methods of improvement reflect the full cooperation of over 100 persons involved in some way in the nation's postsecondary program operation. The authors are indebted to, and are appreciative of each person who gave of his or her time and freely offered his or her perceptions of what postsecondary education is and how it should and could be in the years to come. The following are the names of all the persons interviewed except the thirty-five students who provide a wide range of perceptions. While the students are not listed by name (because we promised not to identify them), they did provide very insightful perceptions of need and interest.

It should be noted that these 102 individuals come from all the key elements within the Federated States of Micronesia and also from the republics and U.S.-based universities and colleges that play a major role in providing postsecondary education to the nation. The names are presented in alphabetical order.

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FSM Attorney General
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FSM Budget Office--Budget Officer and Key Staff
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Sekere Elementary School--Teachers
Saladek Elementary School--Principal and Teachers
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Ohmine Elementary School--Principal and Teachers
Sokens-Powe Elementary School--Principal and Teachers
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Enipein Elementary School--Principal and Teachers
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Wone Elementary School--Principal and Teachers
Lukop Elementary School--Principal and Teachers
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Micronesia Office of the Peace Corps--Director
Pacific Evaluators Workshop--Participants
Focus Groups--Business Leaders and Parents
Bank of Guam--Manager
Pohnpei Chamber of Commerce--President
Micronesia Bound Program (Aramas Kaphw)--Director and Staff

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First FSM President--Mr. Tosiwo Nakayama
Chuuk State Legislature--Presiding Officers, 10 Regional State Senators, and Legal Counsel
Office of the State Director of Education--Acting Directors and Division Chiefs
Department of Public Safety--Chief of Police
Recreation Office--Coordinator
Chamber of Commerce--President and Members
Continental Hotel--Manager and Staff Members
Bank of Guam--Vice President and Bank Manager
Berea Christian High School--Principal, Teachers, Staff, and Students
Berea Christian Elementary School--Principal Teachers, Staff, and Students
Xavier High School--Director/Principal, Teachers, Staff and Students
Moen Jr. High School--Principal and Teachers
Chuuk High School--Principal, Teachers, Staff, and Students
Mechitiw Elementary School--Principal and Teachers
Iras Elementary School--Principal, Teachers and Staff
(Tannuk) Iras Annex--Head Teacher and Teachers
Micronesian Seminar--Director
Catholic Mission--Director of Catholic Schools
Focus Groups--Parents and Students
Sapuk Elementary School--Principal and Teachers
P and P Elementary School--Principal and Teachers
Neiuo Elementary School--Site Observation
Sapuk Elementary School--Principal and Teachers
St. Cecilia School--Principal and Teachers
Pis-Moen Elementary School--Principal and Teachers
Mwan Elementary School--Principal and Teachers
Southern Namoneas Jr. High School--Vice Principal and Teachers
Nukuno Elementary School--Principal and Teachers
Nechap Elementary School--Principal and Teachers
Nechap Annex School--Principal and Teachers
Kuchua Elementary School--Principal and Teachers
Udot Elementary School--Principal and Teachers
Fanapenges Elementary School--Principal and Teachers
Amwachang Elementary School--Principal and Teachers
Fason Elementary School--Principal and Teachers
Faichuk Elementary School--Principal and Teachers
Wonip Elementary School--Principal and Teachers
Faro Elementary School--Principal and Teachers
Epin Elementary School--Principal and Teachers
Nukaf Elementary School--Principal and Teachers
Eot Elementary School--Principal and Teachers
Sino Memorial School--Principal and Teachers
Etten Elementary School--Principal and Teachers
Messa Elementary School--Principal and Teachers
Pwelle Elementary School--Principal and Teachers
West Fefan Elementary School--Principal and Teachers
Sapore Elementary School--Principal and Teachers
Kukku Elementary School--Principal and Teachers
Romanum Elementary School--Principal and Teachers
Tsis Elementary School--Principal and Teachers

UFO Elementary School--Principal and Teachers
Uman Elementary School--Principal and Teachers
Kuchu Elementary School--Principal and Teachers
Penieta Elementary School--Principal and Teachers
Malaio Elementary School--Principal and Teachers
Lukunor Elementary School--Principal and Teachers
Oneop Elementary School--Principal and Teachers
Satawan Elementary School--Principal and Teachers
Ta Elementary School--Principal and Teachers
Kuttu Elementary School--Principal and Teachers
Moch Elementary School--Principal and Teachers
Nomwin Elementary School (Hall Islands)--Principal and Teachers
Pattiw Jr. High School--Principal
Mortlocks Jr. High School--Principal and Teachers

Kosrae

Kosrae State--Governor and Staff
Office of Kosrae State Delegation to the FSM Congress
State Legislature--Key Staff Members
Kosrae State Department of Education--Office of the State
Director--Division Chiefs and Key Staff
Kosrae High School--Principal, Teachers, Staff, and Students
Lelu Elementary School--Principal and Teachers
Malaem Elementary School--Principal and Teachers
Utwe Elementary School--Principal and Teachers
Walung Elementary School--Principal and Teachers
Seventh-Day Adventist School--Headmaster and Teachers
Community and Church Leaders

Yap

State of Yap--Lt. Governor
Yap State Legislature--Speaker
Yap FSM Congress Office--Senator
Council of Tamol
State Board of Education--President and Members
St. Mary's School--Principal and Teachers
Yap High School--Principal and Teachers
Outer Islands High School--Principal, Teachers, and Staff
Gaanelay Elementary School--Principal and Teachers
Baal Elementary School--Principal and Teachers
Kanifay Elementary School--Principal and Teachers
Falalop (Ulithi) Elementary School--Principal and Teachers
Mogmog Elementary School--Principal and Teachers
Asor Elementary School--Principal and Teachers
JTPA Office--Key Staff

PART IV: APPENDIX

- Leaders Interview Schedule
- Leaders Coding Instructions
- Administrators Interview Schedule
- Administrators Coding Instructions
- Teachers Interview Schedule
- Teachers Coding Instructions

EADERS

INT#	SX	RSP#
1 2	3	4 5

9					
GP	IL	CT	R	OI	SX
6	7	8	9	10	11

FEDERATED STATES OF MICRONESIA
EDUCATION STUDY

We are studying education in the Federated States of Micronesia and we are also interested in education in (State). We would like to know what you think about education, the schools, and other matters. We don't need your name because your opinions will be combined with others so we can understand about education here. Please feel free to say what you think.

If there is anything you don't understand, ask us to repeat the question.

First we would like to know--

1. a. What does it mean to be an educated person in (State)?

EDPER ___ ___
12 13

b. Should women be educated in the same ways as men?

___ Y ___ N

SAME ___
14

c. Why or why not?

WHYSAME ___ ___
15 16

2. What problems are there with schools here?

SCHPROB ___ ___ ___
17 18 19

3. What are some good things about schools here?

GOOD ___ ___ ___
20 21 22

4. a. Is it important for people to go to school?
SCHIMP

___ ___
Y N
___
23

b. Why or why not?
SCHWHY

___ ___
24 25

5. a. Why don't more children go to elementary school?
ELEM

___ ___
26 27

b. Is it important to finish elementary school?
ELEMIMP

___ ___
Y N
___
28

c. Why or why not?
ELEMWHY

___ ___
29 30

d. If important, why do you think more children don't finish elementary school?
WHYFINE

___ ___
31 32

6. a. Why don't more children go to high school?
HS

___ ___
33 34

b. Is it important to finish high school?
HSIMP

___ ___
Y N
___
35

c. Why or why not?
HSWHY

___ ___
36 37

d. If important, why do you think more children don't finish high school?
WHYFINH

___ ___
38 39

Now I'd like to ask you some questions about school and jobs.

7. a. What are the best jobs here in __(State)__?

JOBS

____

__ __ __
40 41 42

____

____

____

b. How much schooling does it take to do these jobs?

SCHJOBS1

__
43

c. Do you have enough educated people to do these jobs?

PEJOBS1

__ Y __ N

__
44

8. a. What other kinds of jobs are there here?

OTHJOBS

____

__ __ __
45 46 47

____

____

____

b. How much schooling does it take to do these kinds of jobs?

SCHJOBS2

__
48

c. Do you have enough educated people to do these kinds of jobs?

PEJOBS2

__ Y __ N

__
49

9. a. If students could get better jobs outside of __(State)__, should they be encouraged to seek them?

OUTJOBS

__ Y __ N

__
50

b. Why or why not?

OUTWHY

51 52

c. If people leave here to get better jobs are there any problems for them or for the nation?

NATPROBS

___ Y ___ N

53

d. If so, what are the problems?

PROBSWHY

54 55

Now we'd like to ask you some questions about how the schools should be run.

10. a. What language or languages should our teachers speak in the classroom?

LANG

____

56 57

____

____

____

b. (If more than one) Which language should be the main one?

MAINLANG

58

c. (If English is mentioned) In what grade should you start to speak English?

ENGSPEAK

__ __ Grade

59 60

d. (If English is mentioned) In what grade should we start to teach English?

ENGTEACH

__ __ Grade

61 62

11. a. Should the national government or the States determine educational policies?

NATPOL

FSM Sts

63

b. Why do you feel this way about it?

WHYPOL

64 65

12. a. Who does a better job in (State), the public or the private schools?

PUBPRI

Pub Pri

66

b. Why do you think so?

BETWHY

67 68

Now I am going to ask you some questions that you can answer because you are one of the leaders in your field in this country.

13. a. If you had $1 million to spend in (State) to better the lives of people here, on what things would you spend it?

SPEND

69 70

____

____

____

____

b. Why would you spend it in this way?

WHYSPEND

71 72

Note: c. If education is mentioned, "what percentage would you spend on education?

EDRATIO

73

14. How does your government know if schools are doing a good job?

GOVNOW

___ ___
74 75

15. a. Currently the United States provides money for your schools. Do you think this is a good idea?

USCASH

___ Y ___ N

___
76

b. Tell me why you think so.

USWHY

___ ___
77 78

c. What will the people of (State) do about the schools if the United States gives you much less money to run them?

NOUS

___
79

16. a. Should the national government try to bring outside jobs into the country?

GOVJOBS

___ Y ___ N

___
80

b. If yes, should most of these jobs be reserved for local people?

LOCJOBS

___ Y ___ N

___
81

c. Why or why not?

LOCWHY

___ ___
82 83

17. a. Should the national government do anything else to create more jobs here?

ELSEJOBS

___ Y ___ N

___
84

b. If yes, what should they do?

WHYELSE

85 86

c. If no, why not?

9 9

87 88

18. a. Can you think of any ways that schools can be used by the government or businesses to create more jobs around here?

CREATE

Y N

89

b. If yes, in what ways?

HOW

90 91

19. a. Should anything be done to help administrators and teachers become better educators?

BETTER

Y N

92

b. If yes, what should be done and who should provide this help?

HELP

93 94

If no, "why not"?

Now I'm going to ask you some questions about yourself.

20. Where were you born? (geographic location)

BORN

95

21. Where do you live now?

22. a. Did you ever live anywhere else ?

LIVEELSE

___ Y ___ N

___ 96

b. If Yes, where did you live?

WHERE

____

____

____

____

___ 97 ___ 98

23. What was your age on your last birthday?

AGE

___ ___ AGE

___ 99 ___ 100

24. a. What languages do you speak? ____________

LANGS

____________ ____________ ____________

___ 101 ___ 102

b. [ ] Check if English is NOT one of the languages.

NOENG

___ 103

25. What clan or family do you belong to?______________

26. Are you married?

MARRY

___ Y ___ N

___ 104

27.a. Do you have children?

CHILD

___ Y ___ N

___ 105

b.If yes, how many?

NUMCHILD

___ ___

___ 106 ___ 107

c. What is the age of the youngest and what is the age of the oldest?

AGECHI1
AGECHI2

___ ___
Y O

___ ___ ___ ___
108 109 110 111

28.a. What is your current position here?

____

b. How long have you been in this job?

POSITION

___ ___ Months - If less than 1 year

___
112

___ ___ Years

29. How many years of your life have you had a salaried job outside of your house?

YEARS

___ ___ Years

___ ___
113 114

30. Do you think you earn:

EARN

___ more than most other people here do?

___
115

___ about the same as most other people here do?

___ less than most other people here do?

31. How many years of schooling have you had?

EDUC

___ ___ Years

___ ___
116 117

32. a. Do you hold any diplomas or degrees?

DIPS1

___ Elementary School Graduate

___
118

___ High School Graduate

___ Associate Degree [College: ____________________]

___ College Degree [College: ____________________]

[__] [Specify Highest Degree ________________]

b. Have you had other schooling?

DIPS2

___ ___
Y N

___
119

If yes, what kind of schooling?

33. Are you continuing your education now? CONT

___ Y ___ N ___ 120

If yes, where?

34. Did you ever attend a private elementary or high school? PRISCH

a. ___ Y ___ N ___ 121

b. If yes, what grades? GRADES

__ __ To __ __ Grades ___ 122

35. Where did you go to school? PLACE ___ 123

___ One island only in the FSM

___ One or more islands in the FSM

___ Outside of the FSM only

___ Both in the FSM and outside of the FSM

CODING INSTRUCTIONS

LEADERS

INTERVIEWER #: 01-08

SEX (INT.) 1-2

RESPONDENT # 01-99

GROUP #7-9

ISLAND #1-4

CITY/TOWN 0-1

RURAL 0-1

OUTER ISLAND 0-1

SEX (RESP.) 1-2

1a.	Contribute to family/society/gov't	1	
	Money/job/prestige/success	2	
	Improve individual happiness	3	
	Mastery of English	4	
	Maintain culture/tradition	5	
	No answer/blank	9	12 13
1b.	Yes	1	
	No	0	
	Blank	9	14
1c.	Learn appropriate div. of labor	1	
	Equal training for leadership	2	
	Equal opportunities for jobs	3	
	Equal future challenges	4	
	No answer/blank	9	15 16
2.	Funds	1	
	Facilities/ supplies/equip.	2	
	Unqualified faculty/staff	3	
	Inappropriate curriculum	4	
	Bad teacher attitude	5	
	Meshing local and western values	6	
	Transportation/communication	7	
	Lack of parental involvement	8	
	Blank	9	17 18 19

3.	Enable learning of basic skills	1			
	Free, accessible education	2			
	Prepare students for change/jobs	3			
	Testing programs	4			
	Improvements in curriculum good materials	5			
	Good teachers	6			
	Social function of school	7			
	Blank	9	20	21	22
4a.	Yes	1			
	No	0			
	Blank	9	23		
4b.	Make a living/success	1			
	Learn to respect traditions	2			
	Brings progress/change	3			
	Be productive/good citizen	4			
	Blank	9	24	25	
5a.	They go	1			
	Parental influence	2			
	Not enough space	3			
	Distance from school	4			
	Blank	9	26	27	
5b.	Yes	1			
	No	0			
	Blank	9	28		
5c.	Learn basic survival/educ. skills	1			
	Learn to make a living	2			
	Enables high school attendance	3			
	It is the law	4			
	Blank	9	29	30	
5d.	Marriage/pregnancy/drugs	1			
	Lack of parental interest/support	2			
	Students lack interest/preparation	3			
	Teacher absenteeism	4			
	Inadequate transportation	5			
	They do finish	6			
	Blank	9	31	32	
6a.	Lack of facilities	1			
	Fail entrance exams	2			
	Peer pressures	3			
	Bad attitude	4			
	Parental/family needs	5			
	Bad school/teacher	6			
	Inappropriate curriculum	7			
	They do go/finish	8			
	Blank	9	33	34	

6b.	Yes	1			
	No	0			
	Blank	9	35		
6c.	Get good job	1			
	Able to go to college	2			
	Better for country	3			
	Blank	9	36	37	
6d.	Parents' needs/neglect	1			
	Lack interest/preparation/ discipline	2			
	Get into trouble/ Frustration	3			
	No alternative to academics	4			
	Lack of space	5			
	Marriage/pregnancy/drugs	6			
	They do finish	7			
	Blank	9	38	39	
7a.	Health/education services	1			
	Government jobs	2			
	Mechanics/construction	3			
	Banking/business/private sector	4			
	Tourism (service jobs)	5			
	Ag/fishing	6			
	Blank	9	40	41	42
7b.	Some elementary school	1			
	Elementary school graduate	2	(Indicate highest level of educ. respondent identifies)		
	Some high school	3			
	High school graduate	4			
	Some college	5			
	College graduate	6			
	Education beyond college	7			
	Vocational/job training	8			
	Blank	9	43		
7c.	Yes	1			
	No	0			
	Blank	9	44		
8a.	Health/education services	1			
	Gov't jobs	2			
	Mechanics/construction	3			
	Banking/business/private sector	4			
	Tourism (service jobs)	5			
	Ag/fishing	6			
	Blank	9	45	46	47

8b.	Some elementary school	1			
	Elementary school graduate	2			
	Some high school	3			(Indicate highest
	High school graduate	4			level identified)
	Some college	5			
	College graduate	6			
	Beyond college	7			
	Vocational/job training	8			
	Blank	9	48		
8c.	Yes	1			
	No	0			
	Blank	9	49		
9a.	Yes	1			
	No	0			
	Blank	9	50		
9b.	If they return	1			
	Needed here	2			
	Can better provide for family	3			
	More/better job/income opptys	4			
	Greater job difficulties if return	5			
	Reduce population pressure	6			
	Skills enhancements	7			
	Cannot compete	8			
	Blank	9	51	52	
9c.	Yes	1			
	No	0			
	Blank	9	53		
9d.	Create brain drain	1			
	Create culture conflicts	2			
	Bad reflection on state	3			
	Difficulty in adapting elsewhere	4			
	Causes problems in return	5			
	Blank	9	54	55	
10a.	Local language primarily	1			
	English primarily	2			
	English only	3			
	Both English and local languages	4			
	Blank	9	56	57	
10b.	English	1			
	Local language	2			
	English and local language	3			
	Blank	9	58		

10c.	Grade number (01-12)	##		
	Blank	99	59	60
10d.	Grade number (01-12)	##		
	Blank	99	61	62
11a.	FSM	1		
	States	2		
	FSM and states jointly	3		
	Blank	9	63	
11b.	State knows needs/problems best	1		
	FSM knows needs/problems best	2		
	Depends on issue	3		
	Blank	9	64	65
12a.	Public	1		
	Private	2		
	Blank	9	66	
12b.	Quality of education/curric.	1		
	Accountability required	2		
	Better teachers	3		
	Irresponsible public sch. teachers	4		
	Better discipline	5		
	Selectivity of student body	6		
	Parents more supportive	7		
	Teach in English	8		
	Blank	9	67	68
13a.	Education	1		
	Health services	2		
	Agriculture/fishing	3		
	Economic development	4		
	Blank	9	69	70
13b.	Deal with current problems	1		
	Dealing with long-range problems	2		
	Blank	9	71	72
13c.	0-19%	1		
	20-39	2		
	40-59	3		
	60-80	4		
	Over 80%	5		
	Blank	9	73	

14.	Test results	1		
	On-site evaluations	2		
	Administrative reports	3		
	They don't know	4		
	Blank	9	74	75
15a.	Yes	1		
	No	0		
	Blank	9	76	
15b.	FSM/State lacks money	1		
	Makes possible a good school system	2		
	U.S. has created dependency	3		
	Blank	9	77	78
15c.	Close schools	1		
	Less effective education system	2		
	Only rich will be educated	3		
	Find money locally/ownership	4		
	Foreign aid (other than U.S.)	5		
	Blank	9	79	
16a.	Yes	1		
	No	0		
	Blank	9	80	
16b.	Yes	1		
	No	0		
	Blank	9	81	
16c.	Need to reduce unemployment	1		
	Need to keep money here	2		
	Phase-in locals over time	3		
	Blank	9	82	83
17a.	Yes	1		
	No	0		
	Blank	9	84	
17b.	Privatize government services	1		
	Promote privare sector development	2		
	Job creation by government	3		
	Create jobs requiring few skills	4		
	Other economic development ideas	5		
	Blank	9	85	86
	(Ignore 17c.)		9 87	9 88

18a.	Yes	1		
	No	0		
	Blank	9	89	
18b.	JTPA Programs	1		
	Vocational programs	2		
	Change/update curriculum	3		
	Partnerships	4		
	Blank	9	90	91
19a.	Yes	1		
	No	0		
	Blank	9	92	
19b.	Inservice training	1		
	Require additional education	2		
	Better pay	3		
	Cannot be helped/hopeless	4		
	Blank	9	93	94
(Ignore 19c)				
20.	Same island	1		
	Other FSM island	2		
	Outside FSM	3		
	Blank	9	95	
(Ignore 21)				
22a.	Yes	1		
	No	0		
	Blank	9	96	
22b.	Other FSM island	1		
	Other Pacific islands, except Hawaii	2		
	Hawaii	3		
	U.S. Mainland	4		
	Other	5		
	Blank	9	97	98
23.	Age	##		
	Blank	99	99	100
24a.	One FSM language plus English	1		
	More than one FSM language plus English	2		
	Another language	3		
	FSM language	4		
	Blank	9	101	102
24b.	Check	1		
	Blank	0	103	

(Ignore 25)						
26.	Yes	1				
	No	0				
	Blank	9	104			
27a.	Yes	1				
	No	0				
	Blank	9	105			
27b.	# of children	##				
	Blank	99	106	107		
27c.	Youngest	##				
	Oldest	##				
	Blank	99	108	109	110	110
(Ignore 28a)						
28b.	Less than 1 year	1				
	1-5 years	2				
	6-9 years	3				
	10 years or more	5				
	Blank	9	112			
29.	Years	##				
	Blank	99	113	114		
30.	More than most	1				
	About the same	2				
	Less than most	3				
	Blank	9	115			
31.	Years of schooling	##				
	Blank	99	116	117		
32a.	Elementary	1				
	High school	2				
	Associate degree	3	(Code highest)			
	College degree	4				
	Graduate degree	5				
	Blank	9	118			
32b.	Yes	1				
	No	0				
	Blank	9	119			
(Ignore 32c)						
33a.	Yes	1				
	No	0				
	Blank	9	120			

(Ignore 33b)

34a.	Yes		1	
	No		0	
	Blank		9	121
34b.	Range	1-3	1	
		4-6	2	
		7-9	3	
		10-12	4	
	Blank		9	122
35.	One island in FSM		1	
	More than one island in FSM		2	
	Outside of FSM only		3	
	Both in and outside FSM		4	
	Blank		9	123

SCHOOL ADMINISTRATORS

INT#	SX	RSP#	SC
1 2	3	4 5	6 7

8					
GP	IL	CT	R	OI	SX
8	9	10	11	12	13

FEDERATED STATES OF MICRONESIA
EDUCATION STUDY

We are studying education in the Federated States of Micronesia and we are also interested in education in (State). We would like to know what you think about education, the schools, and other matters. We don't need your name because your opinions will be combined with others so we can understand about education here. Please feel free to say what you think.

If there is anything you don't understand, ask us to repeat the question.

First we would like to know--

1. a. What does it mean to be an educated person in (State)?

EDPER

14 15

b. Should women be educated in the same ways as men?

SAME

Y N

16

c. Why or why not?

WHYSAME

17 18

2. What problems are there with schools here?

SCHPROB

19 20 21

3. What are some good things about schools here?

GOOD

22 23 24

4. a. Is it important for people to go to school?

SCHIMP

___ Y ___ N

___ 25

b. Why or why not?

SCHWHY

___ 26 ___ 27

5. a. Why don't more children go to elementary school?

ELEM

___ 28 ___ 29

b. Is it important to finish elementary school?

ELEMWHY

___ Y ___ N

___ 30

c. Why or why not?

WHYFINE

___ 31 ___ 32

d. If important, why do you think more children don't finish elementary school?

HS

___ 33 ___ 34

6. a. Why don't more children go to high school?

HSIMP

___ 35 ___ 36

b. Is it important to finish high school?

HSIMP

___ Y ___ N

___ 37

c. Why or why not?

HSWHY

___ 38 ___ 39

d. If important, why do you think more children don't finish high school?

WHYFINH

40 41

Now I'd like to ask you some questions about school and jobs.

7. a. What are the best jobs here in _(State)_?

JOBS

42 43 44

____

____

____

____

b. How much schooling does it take to do these jobs?

SCHJOBS1

45

c. Do you have enough educated people to do these jobs?

PEJOBS1

___ Y ___ N

46

8. a. What other kinds of jobs are there here?

OTHJOBS

47 48 49

____

____

____

____

b. How much schooling does it take to do these kinds of jobs?

SCHJOBS2

50

c. Do you have enough educated people to do these kinds of jobs?

PEJOBS2

___ Y ___ N

___ 51

9. a. If students could get better jobs outside of (State), should they be encouraged to seek them?

OUTJOBS

___ Y ___ N

___ 52

b. Why or why not?

OUTWHY

___ 53 ___ 54

c. If people leave here to get better jobs are there any problems for them or for the nation?

NATPROBS

___ Y ___ N

___ 55

d. If so, what are the problems?

NATWHY

___ 56 ___ 57

Now we'd like to ask you some questions about how the schools should be run.

10. a. What language or languages should our teachers speak in the classroom?

LANG

___ 58 ___ 59

____

____

____

____

b. (If more than one) Which language should be the main one?

MAINLANG

___ 60

c. (If English is mentioned) In what grade should you start to speak English?

ENGSPEAK

Grade 61 62

d. (If English is mentioned) In what grade should we start to teach English?

ENGTEACH

Grade 63 64

11. a. Should the national government or the States determine educational policies?

NATPOL

FSM Sts 65

b. Why do you feel this way about it?

WHYPOL

66 67

12. Who does a better job in (State), the public or the private schools?

PUBPRI

a. Pub Pri 68

b. Why do you think so?

BETWHY

69 70

Now I am going to ask you some questions that you can answer because you are a school administrator.

13. a. About how many students are in your schools now?

NUMSTDN

— — — — 71

b. How many more students could you serve without it becoming a problem?

MORESRVE

— — — 72 73 74

c. If you can't serve any more students, why not?

SRVENOT

75 76

14. a. How much control should you have in running your school?

CONTROL

___
77

b. Why should you have this much control?

15. a. Do you need other things to help you run a first-rate school?

DONEED

___ Y ___ N

___
78

b. If yes, what are these things?

WHATNEED

___ ___
79 80

c. If yes, and not available in your school, what could you do better if you had:

Electricity

Television or VCRs

Plumbing or running water

In-service training for teachers

More printed materials (e.g. books)

More teachers in this school

16. What things in the curriculum are most important for your students?

CURRIMP

___ ___ ___
81 82 83

____

____

____

____

17. What things in the curriculum are least important for your students?

CURRLESS

____ ___ ___ ___
84 85 86

____

____

____

18. What are you not teaching that should be included in the curriculum?

TEACHAD

____ ___ ___ ___
87 88 89

____

____

____

19. a. How much interest do parents seem to have in your school?

INTEREST

___
90

b. Would you like them to be more interested?

INTMORE

___ Y ___ N

___
91

c. Why or why not?

INTWHY

___ ___
92 93

Now I'm going to ask you some questions about yourself.

20. Where were you born? (geographic location)

BORN

____

94

21. Where do you live now? ____________________

22. a. Did you ever live anywhere else ?

LIVEELSE

Y N

95

b. If Yes, where did you live?

WHERE

96 97

23. What was your age on your last birthday?

AGE

Age

98 99

24. a. What languages do you speak? ______________

LANGS

100 101

b. [ ] Check if English is NOT one of the languages.

25. What clan or family do you belong to?______________

26. Are you married?

MARRY

Y N

102

27. a. Do you have children?

CHILD

Y N

103

b. If yes, how many?

NUMCHILD

104 105

c. What is the age of the youngest and what is the age of the oldest?

AGECHI1
AGECHI2

Y O

106 107 108 109

28. a. What is your current position here?

____

b. How long have you been in this job?

POSITION

Months __ __ - If less than 1 year ___ 110

__ __ Years

29. How many years of your life have you had a salaried job outside of your house?

YEARS

__ __ Years ___ 111 ___ 112

30. Do you think you earn:

EARN

___ more than most other people here do? ___ 113

___ about the same as most other people here do?

___ less than most other people here do?

31. How many years of schooling have you had?

EDUC

__ __ Years ___ 114 ___ 115

32. a. Do you hold any diplomas or degrees?

DIPS1

___ Elementary School Graduate ___ 116

___ High School Graduate

___ Associate Degree [College: __________________]

___ College Degree [College: ____________________]

[__] [Specify Highest Degree ________________]

b. Have you had other schooling?

DIPS2

___ Y ___ N ___ 117

If yes, what kind of schooling?

33. a. Are you continuing your education now?

___ Y ___ N

CONT ___ 118

b. If yes, where?

34. Did you ever attend a private elementary or high school?

PRISCH ___ 119

a. ___ Y ___ N

b. If yes, what grades?

GRADES ___ 120

__ __ To __ __
Grades

35. Where did you go to school?

PLACE ___ 121

___ One island only in the FSM

___ One or more islands in the FSM

___ Outside of the FSM only

___ Both in the FSM and outside of the FSM

CODING INSTRUCTIONS

SCHOOL ADMINISTRATORS

INTERVIEWER #: 01-08

SEX (INT.) 1-2

RESPONDENT # 01-99

SCHOOL #01-99

GROUP #7-9

ISLAND #1-4

CITY/TOWN 0-1

RURAL 0-1

OUTER ISLAND 0-1

SEX (RESP.) 1-2

1a.	Contribute to family/society/gov't	1			
	Money/job/prestige/success	2			
	Improve individual happiness	3			
	Mastery of English	4			
	Maintain culture/tradition	5	___	___	
	No answer/blank	9	14	15	
1b.	Yes	1			
	No	0	___		
	Blank	9	16		
1c.	Learn appropriate div. of labor	1			
	Equal training for leadership	2			
	Equal opportunities for jobs	3			
	Equal future challenges	4	___	___	
	No answer/blank	9	17	18	
2.	Funds	1			
	Facilities/ supplies/equip.	2			
	Unqualified faculty/staff	3			
	Inappropriate curriculum	4			
	Bad teacher attitude	5			
	Meshing local and western values	6			
	Transportation/communication	7			
	Lack of parental involvement	8	___	___	___
	Blank	9	19	20	21

3.	Enable learning of basic skills	1			
	Free, accessible education	2			
	Prepare students for change/jobs	3			
	Testing programs	4			
	Improvements in curriculum/ good materials	5			
	Good teachers	6			
	Social function of school	7			
	Blank	9	22	23	24
4a.	Yes	1			
	No	0	25		
	Blank	9			
4b.	Make a living/success	1			
	Learn to respect traditions	2			
	Brings progress/change	3			
	Be productive/good citizen	4			
	Blank	9	26	27	
5a.	They go	1			
	Parental influence	2			
	Not enough space	3			
	Distance from school	4			
	Blank	9	28	29	
5b.	Yes	1			
	No	0			
	Blank	9	30		
5c.	Learn basic survival/educ. skills	1			
	Learn to make a living	2			
	Enables high school attendance	3			
	It is the law	4			
	Blank	9	31	32	
5d.	Marriage/pregnancy/drugs	1			
	Lack of parental interest/support	2			
	Students lack interest/preparation	3			
	Teacher absenteeism	4			
	Inadequate transportation	5			
	They do finish	6			
	Blank	9	33	34	
6a.	Lack of facilities	1			
	Fail entrance exams	2			
	Peer pressures	3			
	Bad attitude	4			
	Parental/family needs	5			
	Bad school/teacher	6			
	Inappropriate curriculum	7			
	They do go/finish	8			
	Blank	9	35	36	

6b.	Yes	1				
	No	0				
	Blank	9	37			
6c.	Get good job	1				
	Able to go to college	2				
	Better for country	3				
	Blank	9	38	39		
6d.	Parents' needs/neglect	1				
	Lack interest/prepapration/ discipline	2				
	Get into trouble/frustration	3				
	No alternative to academics	4				
	Lack of space	5				
	Marriage/pregnancy/drugs	6				
	They do finish	7				
	Blank	9	40	41		
7a.	Health/education services	1				
	Government jobs	2				
	Mechanics/construction	3				
	Banking/business/private sector	4				
	Tourism (service jobs)	5				
	Ag/fishing	6				
	Blank	9	42	43	44	
7b.	Some elementary school	1				
	Elementary school graduate	2				(Indicate highest level of educ. respondent identifies)
	Some high school	3				
	High school graduate	4				
	Some college	5				
	College graduate	6				
	Education beyond college	7				
	Vocational/job training	8				
	Blank	9	45			
7c.	Yes	1				
	No	0				
	Blank	9	46			
8a.	Health/education services	1				
	Gov't jobs	2				
	Mechanics/construction	3				
	Banking/business/private sector	4				
	Tourism (service jobs)	5				
	Ag/fishing	6				
	Blank	9	47	48	49	

8b.	Some elementary school	1		
	Elementary school graduate	2		
	Some high school	3	(Indicate highest level identified)	
	High school graduate	4		
	Some college	5		
	College graduate	6		
	Beyond college	7		
	Vocational/job training	8		
	Blank	9	50	
8c.	Yes	1		
	No	0		
	Blank	9	51	
9a.	Yes	1		
	No	0		
	Blank	9	52	
9b.	If they return	1		
	Needed here	2		
	Can better provide for family	3		
	More/better job/income opptys	4		
	Greater job difficulties if return	5		
	Reduce population pressure	6		
	Skills enhancements	7		
	Cannot compete	8		
	Blank	9	53	54
9c.	Yes	1		
	No	0		
	Blank	9	55	
9d.	Create brain drain	1		
	Create culture conflicts	2		
	Bad reflection on state	3		
	Difficulty in adapting elsewhere	4		
	Causes problems in return	5		
	Blank	9	56	57
10a.	Local language primarily	1		
	English primarily	2		
	English only	3		
	Both English and local languages	4		
	Blank	9	58	59
10b.	English	1		
	Local language	2		
	English and local language	3		
	Blank	9	60	
10c.	Grade number (01-12)	##		
	Blank	99	61	62

10d.	Grade number (01-12)	##			
	Blank	99	63	64	
11a.	FSM	1			
	States	2			
	FSM and states jointly	3			
	Blank	9	65		
11b.	State knows needs/problems best	1			
	FSM knows needs/problems best	2			
	Depends on issue	3			
	Blank	9	66	67	
12a.	Public	1			
	Private	2			
	Blank	9	68		
12b.	Quality of education/curric.	1			
	Accountability required	2			
	Better teachers	3			
	Irresponsible public sch. teachers	4			
	Better discipline	5			
	Selectivity of student body	6			
	Parents more supportive	7			
	Teach in English	8			
	Blank	9	69	70	
13a.	# of students 1-24	1			
	25-99	2			
	100-199	3			
	200-499	4			
	500-999	5			
	1000+	6			
	Blank	9	71		
13b.	# More students	###			
	Blank	999	72	73	74
13c.	Insufficient space	1			
	Insufficient staff/faculty	2			
	Insufficient materials	3			
	Blank	9	75	76	
14a.	Should be complete	1			
	Should be shared	2			
	Is complete	3			
	Is considerable	4			
	Is limited	5			
	Blank	9	77		

(Ignore 14b.)

15a.	Yes	1			
	No	0			
	Blank	9	78		
15b.	Instructional mat'l/supplies	1			
	Improved facilities	2			
	Money	3			
	More staff/teachers	4			
	Blank	9	79	80	

(Ignore 15c)

16.	Everything	1			
	Language	2			
	Social studies	3			
	Math/science	4			
	Religion	5			
	Traditions/customs	6			
	Vocational education	7			
	Electives (e.g., music, art, PE)	8			
	Blank	9	81	82	83
17.	Nothing	1			
	Language	2			
	Social studies	3			
	Math/science	4			
	Religion	5			
	Traditions/customs	6			
	Vocational education	7			
	Electives (e.g., music, art, PE)	8			
	Blank	9	84	85	86
18.	Nothing	1			
	Language	2			
	Social studies	3			
	Math/science	4			
	Religion	5			
	Traditions/customs	6			
	Vocational/career education	7			
	Electives (e.g., music, art, PE)	8			
	Blank	9	87	88	89
19a.	A great deal	1			
	Interested	2			
	Some interest	3			
	Little or no interest	4			
	Blank	9	90		
19b.	Yes	1			
	No	2			
	Blank	9	91		

19c.	Makes school's job easier	1				
	Provide financial assistance	2				
	Appreciate education	3				
	Help with discipline	4				
	They will interfere	5				
	Don't appreciate education	6				
	Blank	9	92	93		
20.	Same island	1				
	Other FSM island	2				
	Outside FSM	3				
	Blank	9	94			

(Ignore 21)

22a.	Yes	1				
	No	0				
	Blank	9	95			
22b.	Other FSM island	1				
	Other Pacific islands, except Haw.	2				
	Hawaii	3				
	U.S. Mainland	4				
	Other	5				
	Blank	9	96	97		
23.	Age	##				
	Blank	99	98	99		
24.	One FSM language plus English	1				
	More than one FSM language plus English	2				
	Another language	3				
	FSM language only	4				
	Blank	9	100	101		

(Ignore 25)

26.	Yes	1				
	No	0				
	Blank	9	102			
27a.	Yes	1				
	No	0				
	Blank	9	103			
27b.	# of children	##				
	Blank	99	104	105		
27c.	Youngest	##				
	Oldest	##				
	Blank	99	106	107	108	109

(Ignore 28a)

28b.	Less than 1 year	1		
	1-5 years	2		
	6-9 years	3		
	10 years or more	4		
	Blank	9	110	
29.	Years	##		
	Blank	99	111	112
30.	More than most	1		
	About the same	2		
	Less than most	3		
	Blank	9	113	
31.	Years of schooling	##		
	Blank	99	114	115
32a.	Elementary	1		
	High school	2		
	Associate degree	3		
	College degree	4		
	Graduate degree	5		
	Blank	9	116	
32b.	Yes	1		
	No	0		
	Blank	9	117	
(Ignore 33c)				
33a.	Yes	1		
	No	0		
	Blank	9	118	
(Ignore 33b)				
34a.	Yes	1		
	No	0		
	Blank	9	119	
34b.	1-3 years	1		
	4-6 years	2		
	7-9 years	3		
	10-12 years	4		
	Blank	9	120	
35.	One island in FSM	1		
	More than one island in FSM	2		
	Outside of FSM only	3		
	Both in and outside FSM	4		
	Blank	9	121	

TEACHERS

INT#		SX	RSP#			SC
1	2	3	4	5	6	7

7					
GP	IL	CT	R	OI	SX
8	9	10	11	12	13

FEDERATED STATES OF MICRONESIA
EDUCATION STUDY

We are studying education in the Federated States of Micronesia and we are also interested in education in (State). We would like to know what you think about education, the schools, and other matters. We don't need your name because your opinions will be combined with others so we can understand about education here. Please feel free to say what you think.

If there is anything you don't understand, ask us to repeat the question.

First we would like to know--

1. a. What does it mean to be an educated person in (State)?

EDPER

14 15

b. Should women be educated in the same ways as men?

SAME

Y N

16

c. Why or why not?

WHYSAME

17 18

2. What problems are there with schools here?

SCHPROB

19 20 21

3. What are some good things about schools here?

GOOD

22 23 24

4. a. Is it important for people to go to school?

SCHIMP

___ Y ___ N

___ 25

b. Why or why not?

SCHWHY

___ 26 ___ 27

5. a. Why don't more children go to elementary school?

ELEM

___ 28 ___ 29

b. Is it important to finish elementary school?

ELEMIMP

___ Y ___ N

___ 30

c. Why or why not?

ELEMWHY

___ 31 ___ 32

d. If important, why do you think more children don't finish elementary school?

WHYFINE

___ 33 ___ 34

6. a. Why don't more children go to high school?

HS

___ 35 ___ 36

b. Is it important to finish high school?

HSIMP

___ Y ___ N

___ 37

c. Why or why not?

HSWHY

___ 38 ___ 39

d. If important, why do you think more children don't finish high school?

WHYFINH

___ ___
40 41

Now I'd like to ask you some questions about school and jobs.

7. a. What are the best jobs here in (State)?

JOBS

___ ___ ___
42 43 44

____

____

____

____

b. How much schooling does it take to do these jobs?

SCHJOBS1

___
45

c. Do you have enough educated people to do these jobs?

PEJOBS1

___ Y ___ N

___
46

8. a. What other kinds of jobs are there here?

OTHJOBS

___ ___ ___
47 48 49

____

____

____

____

b. How much schooling does it take to do these kinds of jobs?

SCHJOBS2

___
50

c. Do you have enough educated people to do these kinds of jobs?

PEJOBS2

___ Y ___ N

___ 51

9. a. If students could get better jobs outside of (State), should they be encouraged to seek them?

OUTJOBS

___ Y ___ N

___ 52

b. Why or why not?

OUTWHY

___ 53 ___ 54

c. If people leave here to get better jobs are there any problems for them or for the nation?

NATPROBS

___ Y ___ N

___ 55

d. If so, what are the problems?

PROBSWHY

___ 56 ___ 57

Now we'd like to ask you some questions about how the schools should be run.

10. a. What language or languages should our teachers speak in the classroom?

LANG

___ 58 ___ 59

b. (If more than one) Which language should be the main one?

MAINLANG

___ 60

c. (If English is mentioned) In what grade should you start to speak English?

ENGSPEACK

___ ___ Grade

___ 61 ___ 62

d. (If English is mentioned) In what grade should we start to teach English?

ENGTEACH

___ ___ Grade

___ 63 ___ 64

11. a. Should the national government or the States determine educational policies?

NATPOL

___ FSM ___ Sts

___ 65

b. Why do you feel this way about it?

WHYPOL

___ 66 ___ 67

12. Who does a better job in _(State)_, the public or the private schools?

PUBPRI

a. ___ Pub ___ Pri

___ 68

b. Why do you think so?

BETWHY

___ 69 ___ 70

Now I am going to ask you some questions that you can answer because you are a teacher.

13. a. How many more students could you teach without it becoming a problem?

MORSERVE

___ ___ ___

___ 71

b. If you can't serve any more students, why not?

SERVENOT

___ 72 ___ 73

14. a. Do you need other kinds of things to help you run a first-rate classroom?

DONEED

___ Y ___ N

___ 74

b. If yes, what are these things?

WHTNEED

___ 75 ___ 76 ___ 77

____

____

____

____

c. If yes, and not available in your school, what could you do better if you had:

Electricity

Television or VCRs

Plumbing or running water

In-service training for teachers

More printed materials (e.g. books)

More teachers in this school

15. What things in the curriculum are most important for your students?

CURRIMP

___ 78 ___ 79 ___ 80

____

____

____

____

16. What things in the curriculum are least important for your students?

CURRLESS

____ ___ ___ ___
81 82 83

____

____

____

17. What are you not teaching that should be included in the curriculum?

TEACHAD

____ ___ ___ ___
84 85 86

____

____

____

18. a. How much interest do parents seem to have in what you are teaching?

INTEREST

___
87

b. Would you like them to be more interested?

INTMORE

___ ___
Y N

___
88

c. Why or why not?

INTWHY

___ ___
89 90

Now I'm going to ask you some questions about yourself.

BORN

19. Where were you born? (geographic location)

____

___
91

20. Where do you live now?___________________________

21. a. Did you ever live anywhere else ?

LIVEELSE

___ Y ___ N

___ 92

b. If Yes, where did you live?

WHERE

____

___ 93 ___ 94

____

____

____

22. What was your age on your last birthday?

AGE

__ __ Age

___ 95 ___ 96

LANGS

23. a. What languages do you speak? ______________

___ 97 ___ 98

______________ ______________ ______________

b. [ ] Check if English is NOT one of the languages.

24. What clan or family do you belong to?______________
(Ignore)

25. Are you married?

MARRY

___ Y ___ N

___ 99

26. a. Do you have children?

CHILD

___ Y ___ N

___ 100

b. If yes, how many?

NUMCHILD

__ __

___ 101 ___ 102

c. What is the age of the youngest and what is the age of the oldest?

AGECHI1
AGECHI2

__ Y __ __ O __

___ 103 ___ 104 ___ 105 ___ 106

27. a. What is your current position here?

____

b. How long have you been in this job?

POSITION

__ __ Months - If less than 1 year ___ 107

__ __ Years

28. How many years of your life have you had a salaried job outside of your house?

YEARS

__ __ Years ___ 108 ___ 109

29. Do you think you earn:

EARN

___ more than most other people here do? ___ 110

___ about the same as most other people here do?

___ less than most other people here do?

30. How many years of schooling have you had?

EDUC

__ __ Years ___ 111 ___ 112

31. a. Do you hold any diplomas or degrees?

DIPS1

___ Elementary School Graduate ___ 113

___ High School Graduate

___ Associate Degree [College: ____________________]

___ College Degree [College: ______________________]

[__] [Specify Highest Degree __________________]

b. Have you had other schooling?

DIPS2

___ Y ___ N ___ 114

If yes, what kind of schooling?

32. Are you continuing your education now?

CONT

___ ___
Y N

___
115

If yes, where?

33. Did you ever attend a private elementary or high school?

PRISCH

a. ___ ___
Y N

___
116

b. If yes, what grades?

GRADES

__ __ To __ __
Grades

___
117

34. Where did you go to school?

PLACE

___ One island only in the FSM

___
118

___ One or more islands in the FSM

___ Outside of the FSM only

___ Both in the FSM and outside of the FSM

CODING INSTRUCTIONS

TEACHERS

INTERVIEWER #: 01-08

SEX (INT.) 1-2

RESPONDENT # 01-99

SCHOOL #01-99

GROUP #7-9

ISLAND #1-4

CITY/TOWN 0-1

RURAL 0-1

OUTER ISLAND 0-1

SEX (RESP.) 1-2

1a.	Contribute to family/society/gov't	1			
	Money/job/prestige/success	2			
	Improve individual happiness	3			
	Mastery of English	4			
	Maintain culture/tradition	5			
	No answer/blank	9	14	15	
1b.	Yes	1			
	No	0			
	Blank	9	16		
1c.	Learn appropriate div. of labor	1			
	Equal training for leadership	2			
	Equal opportunities for jobs	3			
	Equal future challenges	4			
	No answer/blank	9	17	18	
2.	Funds	1			
	Facilities/ supplies/equip.	2			
	Unqualified faculty/staff	3			
	Inappropriate curriculum	4			
	Bad teacher attitude	5			
	Meshing local and western values	6			
	Transportation/communication	7			
	Lack of parental involvement	8			
	Blank	9	19	20	21

3.	Enable learning of basic skills	1			
	Free, accessible education	2			
	Prepare students for change/jobs	3			
	Testing programs	4			
	Improvements in curriculum/ good materials	5			
	Good teachers	6			
	Social function of school	7			
	Blank	9	22	23	24
4a.	Yes	1			
	No	0			
	Blank	9	25		
4b.	Make a living/success	1			
	Learn to respect traditions	2			
	Brings progress/change	3			
	Be productive/good citizen	4			
	Blank	9	26	27	
5a.	They go	1			
	Parental influence	2			
	Not enough space	3			
	Distance from school	4			
	Blank	9	28	29	
5b.	Yes	1			
	No	0			
	Blank	9	30		
5c.	Learn basic survival/educ. skills	1			
	Learn to make a living	2			
	Enables high school attendance	3			
	It is the law	4			
	Blank	9	31	32	
5d.	Marriage/pregnancy/drugs	1			
	Lack of parental interest/support	2			
	Students lack interest/preparation	3			
	Teacher absenteeism	4			
	Inadequate transportation	5			
	They do finish	6			
	Blank	9	33	34	
6a.	Lack of facilities	1			
	Fail entrance exams	2			
	Peer pressures	3			
	Bad attitude	4			
	Parental/family needs	5			
	Bad school/teacher	6			
	Inappropriate curriculum	7			
	They do go/finish	8			
	Blank	9	35	36	

6b.	Yes	1			
	No	0			
	Blank	9	37		
6c.	Get good job	1			
	Able to go to college	2			
	Better for country	3			
	Blank	9	38	39	
6d.	Parents' needs/neglect	1			
	Lack interest/preparation/ discipline	2			
	Get into trouble/ Frustration	3			
	No alternative to academics	4			
	Lack of space	5			
	Marriage/pregnancy/drugs	6			
	They do finish	7			
	Blank	9	40	41	
7a.	Health/education services	1			
	Government jobs	2			
	Mechanics/construction	3			
	Banking/business/private sector	4			
	Tourism (service jobs)	5			
	Ag/fishing	6			
	Blank	9	42	43	44
7b.	Some elementary school	1			
	Elementary school graduate	2	(Indicate highest level of educ. respondent identifies)		
	Some high school	3			
	High school graduate	4			
	Some college	5			
	College graduate	6			
	Education beyond college	7			
	Vocational/job training	8			
	Blank	9	45		
7c.	Yes	1			
	No	0			
	Blank	9	46		
8a.	Health/education services	1			
	Gov't jobs	2			
	Mechanics/construction	3			
	Banking/business/private sector	4			
	Tourism (service jobs)	5			
	Ag/fishing	6			
	Blank	9	47	48	49

8b.	Some elementary school	1	
	Elementary school graduate	2	
	Some high school	3	(Indicate highest level identified)
	High school graduate	4	
	Some college	5	
	College graduate	6	
	Beyond college	7	
	Vocational/job training	8	
	Blank	9	50
8c.	Yes	1	
	No	0	
	Blank	9	51
9a.	Yes	1	
	No	0	
	Blank	9	52
9b.	If they return	1	
	Needed here	2	
	Can better provide for family	3	
	More/better job/income opptys	4	
	Greater job difficulties if return	5	
	Reduce population pressure	6	
	Skills enhancements	7	
	Cannot compete	8	
	Blank	9	53 54
9c.	Yes	1	
	No	0	
	Blank	9	55
9d.	Create brain drain	1	
	Create culture conflicts	2	
	Bad reflection on state	3	
	Difficulty in adapting elsewhere	4	
	Causes problems in return	5	
	Blank	9	56 57
10a.	Local language primarily	1	
	English primarily	2	
	English only	3	
	Both English and local languages	4	
	Blank	9	58 59
10b.	English	1	
	Local language	2	
	English and local language	3	
	Blank	9	60

10c.	Grade number (01-12)		##		
	Blank		99	61	62
10d.	Grade number (01-12)		##		
	Blank		99	63	64
11a.	FSM		1		
	States		2		
	FSM and states jointly		3		
	Blank		9	65	
11b.	State knows needs/problems best		1		
	FSM knows needs/problems best		2		
	Depends on issue		3		
	Blank		9	66	67
12a.	Public		1		
	Private		2		
	Blank		9	68	
12b.	Quality of education/curric.		1		
	Accountability required		2		
	Better teachers		3		
	Irresponsible public sch. teachers		4		
	Better discipline		5		
	Selectivity of student body		6		
	Parents more supportive		7		
	Teach in English		8		
	Blank		9	69	70
13a.	# of students	1-24	1		
		25-99	2		
		100-199	3		
		200-499	4		
		500-999	5		
		1000+	6		
	Blank		9	71	
13b.	Lack of space		1		
	Lack of equipment/supplies		2		
	Cannot personally handle move		3		
	It's the law		4		
	Blank		9	72	73
14a.	Yes		1		
	No		0		
	Blank		9	74	

14b.	More/better instructional materials	1			
	More supplies	2			
	Improved/expanded facilities	3			
	More money	4			
	More or expanded Equipment (e.g., elec/water)	5			
	Blank	9	75	76	77
14c.	(ignore)				
15.	Everything	1			
	Language	2			
	Social studies	3			
	Math/science	4			
	Religion	5			
	Traditions/customs	6			
	Vocational education	7			
	Electives (music, art, PE)	8			
	Blank	9	78	79	80
16.	Nothing	1			
	Language	2			
	Social studies	3			
	Math/science	4			
	Religion	5			
	Traditions/customs	6			
	Vocational Education	7			
	Electives (music, art, PE)	8			
	Blank	9	81	82	83
17.	Nothing	1			
	Language	2			
	Social studies	3			
	Math/science	4			
	Religion	5			
	Traditions/customs	6			
	Vocational Education	7			
	Electives (music, art, PE)	8			
	Blank	9	84	85	86
18a.	A great deal of interest	1			
	Interested	2			
	Some interest	3			
	Little or no interest	4			
	Blank	9	87		

18b.	Yes	1		
	No	2		
	Blank	9	88	
18c.	Makes school's job easier	1		
	Provides financial assistance to school	2		
	Appreciate education	3		
	Help with discipline	4		
	They will interfere	5		
	Don't appreciate education	6		
	Blank	9	89	90
19.	Same island	1		
	Other FSM island	2		
	Outside FSM	3		
	Blank	9	91	
(Ignore 20)				
21a.	Yes	1		
	No	0		
	Blank	9	92	
21b.	Other FSM island	1		
	Other Pacific islands, except Haw.	2		
	Hawaii	3		
	U.S. Mainland	4		
	Other	5		
	Blank	9	93	94
22.	Age	##		
	Blank	99	95	96
23.	One FSM language plus English	1		
	More than one FSM language, plus English	2		
	Another language	3		
	FSM language only	4		
	Blank	9	97	98
(Ignore 24)				
25.	Yes	1		
	No	0		
	Blank	9	99	

26a.	Yes	1				
	No	0				
	Blank	9	100			
26b.	# of children	##				
	Blank	99	101	102		
26c.	Youngest	##				
	Oldest	##				
	Blank	99	103	104	105	106
(Ignore 27a)						
27b.	Less than 1 year	1				
	1-5 years	2				
	6-9 years	3				
	10 years or more	4				
	Blank	9	107			
28.	Years	##				
	Blank	99	108	109		
29.	More than most	1				
	About the same	2				
	Less than most	3				
	Blank	9	110			
30.	Years of schooling	##				
	Blank	99	111	112		
31a.	Elementary	1				
	High school	2				
	Associate degree	3				
	College degree	4				
	Graduate degree	5				
	Blank	9	113			
31b.	Yes	1				
	No	0				
	Blank	9	114			
(Ignore 31c)						
32a.	Yes	1				
	No	0				
	Blank	9	115			

(Ignore 32b)

33a.	Yes	1	
	No	0	___
	Blank	9	116
33b.	1-3 years	1	
	4-6 years	2	
	7-9 years	3	
	10-12 years	4	___
	Blank	9	117
34.	One island in FSM	1	
	More than one island in FSM	2	
	Outside of FSM only	3	
	Both in and outside FSM	4	___
	Blank	9	118

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